

Calcutta University Commission, 1917-19

UNIVERSITY OF DACCA

Being Chapter XXXIII

of

THE REPORT

of

Calcutta University Commission



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CHAPTER XXXIII.¹

THE UNIVERSITY OF DACCA.

I. The existing schemes for establishing a university at Dacca.

1. The scheme for the creation of a university of Dacca started in 1912 has had infinite pains spent on it, and the various and complex plans elaborated for the legal and material constitution of the University have been referred to us for consideration and report.

Two main factors may be clearly distinguished in the origination of the scheme : first and foremost, the desire of the Musalmans of Eastern Bengal to stimulate the educational progress of their community, and secondly, the desire of the Government of India to create a new type of residential and teaching university in India, opposed to the present affiliating type. To these must be added a third factor of especial importance, the desire of the Government to relieve the congestion of the University of Calcutta.

To arrive at any clear understanding of the present position in regard to the Dacca scheme, with the multiplicity of reports which have accumulated under changing conditions, arising in part from public and official criticisms of the original proposals, in part from financial stringency produced by the war, a brief historical survey is necessary. But we shall limit that survey to those statements, both in regard to principles of constitution and to educational features of the schemes proposed, which seem to us of major importance.

It is to be remembered throughout that Dacca College, a Government college, is the most important and best equipped in the district; that there is in Dacca another 'first-grade' college, headed by Government and affiliated to the University of Calcutta, the Jagannath College; that Dacca, a town of about 110,000 inhabi-

¹ For the sake of brevity we shall in this chapter refer to the Report of the Dacca University Committee (Bengal Secretariat Book Depôt, Calcutta, 1912) as the 'Dacca report.' The references to evidence are all taken from the replies to Question 4 of our questionnaire, except where otherwise indicated

tants, was the capital and administrative centre of the province Eastern Bengal and Assam from 1905 until the territorial readjustment of 1st April 1912; that the population of that province was predominantly Muslim; that the education of the Musalmans in that province, though it had made progress during the period just defined, was in a backward condition at its close, and is so still at the present time.

2. In an address presented to the Viceroy (Lord Hardinge) at Dacca on 31st January, 1912, a number of Muslim representatives of Eastern Bengal and Assam placed certain proposals before him with the object of safeguarding the interests of the Muslim community. They pointed out that the Musalmans had not taken advantage of Government educational institutions to any extent comparable with the Hindus, and they expressed their doubt whether the modification of the partition of Bengal might not retard the educational progress of their community. In his reply Lord Hardinge said that the Government of India realised that education was the true salvation of the Muhammadans and that the Government of India, as an earnest of their intentions, would recommend to the Secretary of State the constitution of a university at Dacca. On the 2nd February, 1912, a communiqué was published stating the decision of the Government of India to recommend the constitution of a university at Dacca.

3. On 16th February, 1912, a deputation headed by Dr. (now Sir) Rash Behary Ghose waited on Lord Hardinge and expressed apprehension that the creation of a separate university at Dacca would be in the nature of 'an internal partition.' In reply, Lord Hardinge said that no proposals which could lead to the internal partition or division of Bengal would meet with the support of the Government of India; and he added that from the fact that the Government announced the intention of the Government in regard to Dacca to a deputation of Muhammadans it did not follow in any way that the new university would be a Muhammadan university; it would be a university open to all—a teaching and a residential university.

4. The Government of India, after receiving the general assent of the Secretary of State, announced their decision to establish a university at Dacca in a letter to the Government of Bengal dated 4th April, 1912, and invited that Government to submit a complete scheme with a financial estimate. The letter stated that the

Government considered the creation of new universities as an important factor in educational progress and that it was desirable that these universities where possible should be of the teaching and residential type, binding together the colleges of a single town or single circumscribed area. The University of Dacca was in the first place "to serve as an example and test of the new type of university and in the second to afford some relief to the congested state of the Calcutta University." The letter also drew attention to the particularly high level of general intelligence of Hindu middle-class population of Eastern Bengal, and to the desirability of making accessible to the Musalmans of Eastern Bengal a university in which they could have a voice (there being only six Muslim members on the Calcutta University Senate out of a total of 100, including *ex-officio* members) with a view to increasing the number of students of the Muslim community in the college classes. The letter further suggested that there might be a Faculty of Islamic studies in the University.

5. On 27th May, 1912, the Government of Bengal published a resolution in regard to the proposed University and appointed a committee of thirteen members with Mr. R. Nathan, as President, to frame a scheme. The resolution emphasised the desire of the Government of India that "the university should be of the teaching and residential and not of the federal type,"¹ and that "it should bind together the colleges of the city and should not include any college which is beyond the limits of the town."

6. The Committee acted with great promptitude and thoroughness. It obtained the advice of 25 special sub-committees, and in the following autumn submitted its report to the Government of Bengal with plans of the proposed buildings and estimates of capital expenditure amounting to 53 lakhs² and of recurring expenditure amounting to 13 lakhs; and made suggestions in great detail as to the work of the University and its courses of studies.

¹ To avoid misunderstanding, it may be pointed out that both in the official documents and in the evidence relating to the University of Dacca the term 'federal university' is occasionally used as a term equivalent to and interchangeable with the term 'affiliating university.'

² This estimate was subsequently increased by the Public Works Department to Rs. 67,11,736.

7. The main outlines of the scheme may be summarised as follows :—

(a) *Relation to Government.*—The University was to be a Government institution maintained by the Government and staffed by Government officers. The Director of Public Instruction was to be the “official Visitor, to inspect all colleges and departments.”

(b) *Colleges.*—The college was to be the unit of university expansion of the University was to be provided for by a number of colleges. The number of students in any college was not to exceed 600; and the scheme provided for the residence of 200 students in seven colleges—the Dacca, Jagannath, Muhammadan, Women’s, and Teachers’ Colleges. The Muhammadan College was to be devoted to Islamic studies. The scheme also provided special universities of science, engineering, law and medicine and of post-graduate studies and science. The students of these departments were to reside in the named colleges. The Committee decided that there was no need for an agricultural institution of university grade, but suggested the institution of an agricultural school in connexion with the Government.

(c) *Teaching.*—The Committee recommended that the education in science, law, medicine and engineering and the post-graduate studies should be conducted by the University in one place. That the intermediate teaching in arts should be carried out in the colleges independently and that the teaching for the B.A. and B.Sc. degrees should be conducted by the colleges, with inter-collegiate examinations. Tutorial classes in groups of 20 were recommended for the students.

(d) *Staff.*—The scheme divided the staff according to the salaries, into the four classes set out in the following table:

- (i) Members of the Indian Educational Service (with four classes) to be specially recruited at an average salary of Rs. 1,000 per annum.
- (ii) Members of the Provincial Educational Service.
- (iii) Members of the Subordinate Educational Service.
- (iv) Junior assistants (to be young graduates appointed to the posts of office with fixed salaries).

The four principals of colleges were not included among the staff; they each were to receive the pay of a professor, together with a house allowance of Rs. 200 a month.

The members of the staff in the arts departments, with a certain number of professors, directly under the University, were definitely divided between the colleges, but the members belonging to the science departments were to be allowed to elect to which college they wished to belong, subject to the approval of the colleges in question and the authorities. Every member of the staff was to belong to a college.²

¹ Dacca Report, Chapters III and IV.

² *Ibid.*, Chapter X.

of staff recommended by the Dacca University Committee.

Department.	Indian Educational Service or rank approximate thereto. ¹	Provincial Service or rank approximate thereto. ¹	Subordinate Service or rank approximate thereto. ¹	Junior assistants.	TOTAL.
. . .	14	30	7	25	76
. . .	8	13	17	9	47
Principals)	4	..	..	..	4
. . .	3	5	..	..	8
. . .	3	5	..	..	8
. . .	1	1	1	..	3
. . .	5	4	5	..	14
. . .	1	3	3	..	7
. . .	3	2	2	5	12
'Well-to-do' classes	3	4	2	2	11
TOTAL	45	67	37	41	190

number of students per teacher, under the scheme, taking and departments of the University together, was 15·2, and the students of arts and science departments only was 18. proportion recommended in 1906 by the Calcutta University successful colleges was 15.)

Studies.—The Department of Islamic Studies was to provide instruction for the students of the reformed madrassahs which published in Bengal on the recommendation of the Madrassah Committee,² the object being to produce Arabic scholars with knowledge of English. The Department was to be organised by a professor with an average salary of Rs. 1,000 a month.³

Engineering.—The Committee, at the instance of the Government of India, had at that time decided to remove the Civil Engineering

is not explicit in regard to the relationship of a number of the teachers and it would appear from Appendix X and the sections which it summarises the categories except that of the College for the 'Well-to-do Classes' and, especially senior teachers, were to be recruited under special separate classification of the staff proposed by the Committee could be in a small space, but the headings adopted in the above table give a clear idea of the classes into which the staff proposed was divided.

para. 60, and XVI, paras. 65-73.

Part, Chapter XIX.

College from Sibpur) discussed the question of establishing a civil engineering college at Dacca, and recommended the establishment of such a college as one of a group of three technological institutions, of which the others were to be the existing Engineering School, and an industrial institute to be created in accordance with the recommendation of a conference held at Dacca in 1909. Of these institutions, the college alone was to form part of the University; the other two were to be under the proposed Department of Industries.¹

(g) *Medicine*.—Arrangements were to be made for a medical department admitting 50 students a year and teaching them up to the standard of the first M.B. examination of the Calcutta University, which the Committee thought might be done with slight additions to the staff of the existing Medical School. The University was to conduct its own first M.B. examination, which was to be recognised by the University of Calcutta, all students who had passed being entitled to admission to the Calcutta Medical College. The Department was ultimately to be developed into a full medical college.

(h) *Teachers' College*.—Dacca University Teachers' College was to provide instruction for 80 students. The college was to provide—

- (1) a one year's course for an annual entry of 50 students leading to a diploma in teaching,
- (2) a two years' course for an annual entry of 15 students leading to the degree of B.T.

The college was to be developed from the existing Training College; it was to be removed to a site in the south of Dacca, in close touch with six large high schools (for which a scheme had been framed) and these were to serve as practising schools. While the college would be at a considerable distance from the university buildings, it was hoped that the students would become members of the university societies and take part in university athletics and that the university professors not attached to the Training College would give occasional lectures to the students.²

(i) *Law*.—The Committee recommended, as a compromise between opposing views, that "while the teaching of law should be entirely under the Dacca University, students should be examined by, and receive their degrees from, the University of Calcutta, which should accept for examination any student duly presented by Dacca." Provision was to be made for an annual entry of 60 in each of the three years of the course.³

(j) *College for Women*.—The Committee recommended the establishment of a college for women with hostel accommodation for 40 students. The college was to provide at the outset admission for about 12 students every year, but was expected to increase in numbers. The course pursued was to include domestic subjects, and in all other subjects was to be identical with that for men. All the professors of the college were to be women.⁴ The new college and the Eden High School for Girls were to be amalgamated as one institution under the name 'Eden College and High School for Girls;' but while the high school was to continue as a *purdah* school, it was thought impossible to enforce an equally strict seclusion¹ in the college,

¹ Dacca Report, Chapter XX.

² *Ibid.*, Chapter XXIII.

³ *Ibid.*, Chapter XXII.

⁴ *Ibid.*, Chapter XXI.

and contiguous but separate buildings with separate entrances were therefore to be provided.¹

(k) *Entrance qualification*.—The Committee considered that for the present the matriculation certificate of Calcutta should remain the sole general entrance qualification in arts and science for Dacca, but did not wish the decision to be regarded as final; they thought the matter might well be reconsidered after experience had been gained of the working of the new University. The Committee recommended that schools in the town of Dacca should be inspected and recognised by the Dacca University.²

(l) *University authorities*.—The Committee recommended that the government of the University should be vested in a Chancellor, Vice-Chancellor, Convocation and Council; that the Governor of Bengal should be the Chancellor, and the position to be assigned to him and to the Vice-Chancellor “should be as in other Indian universities.” The Vice-Chancellor was, however, to be a salaried officer appointed by Government.

(i) Convocation was to comprise about 140 members, including all the university professors, 25 graduates elected by the general body of registered graduates, 5 Muslim graduates elected by the registered Muslim graduates; and 10 Muslim graduates, residents of Bengal and Assam, and 21 other persons, of whom two-thirds were to be non-official, all appointed by the Chancellor. Convocation was to exercise legislative functions, subject to the control of Government.

(ii) The Council was to comprise about 20 members, consisting of (1) the Vice-Chancellor, acting as Chairman, (2) the Commissioner of Dacca, (3) the principals of the incorporated colleges, (4) six professors appointed by the Chancellor, including two ‘college professors,’ (5) six persons elected by Convocation from among its own members, at least two being Musalmans.

The Council was to be the supreme executive authority of the University and to be responsible for its general and financial administration.

(iii) There were also to be established by regulation (a) 16 special boards of studies, including engineering, medicine, and law, (b) a general board of studies, with the Vice-Chancellor as President, and (c) five other committees.

(m) *Site and buildings*.—The Committee proposed to devote to university purposes a splendid site of about 450 acres forming part of the civil station of the Government of Eastern Bengal and Assam at Ramna, and lying roughly speaking from 1 to 1½ miles north-west of the centre of Dacca. The site included the Dacca College, the new Government House, the Secretariat, the Government Press, a number of houses for officers and other minor buildings adjacent to it. On the south side of the railway, adjacent to the above site, lies a vacant space of 130 acres, which the Committee proposed to devote to playing fields. The report of the Committee contains elaborate plans. (Four ‘lay outs’ have been designed since the original one of the Committee, the latest being an attempt to bring all the teaching

¹ Dacca Report, Chapter XVII.

² *Ibid.*, Chapter V.

institutions 'except special ones like the Teachers' and 'Women's Colleges' within a circle with a radius not exceeding one-third of a mile.)

8. The Government of Bengal published the report¹ and invited the fullest criticisms from persons of all classes. After consideration of these criticisms detailed plans for the setting up of the University were framed and formed the subject of communications between the Government of Bengal, the Government of India and the Secretary of State. Definite action would presumably have been taken in connexion with the scheme but for the out-break of war in 1914 and the consequent stringency which led to a modification and postponement of the financial proposals.

9. On 7th March 1917, Government announced in the Imperial Legislative Council, in reply to a question by Nawab Syed Nawabaly Chaudhury, Khan Bahadur, that action in regard to the Dacca scheme would be postponed until the present Commission, then about to be appointed, had reported; and on 20th March the Nawab moved in the Imperial Legislative Council that—

"this Council recommends to the Governor General in Council that the necessary steps be taken to draft a bill for the establishment and incorporation of a university at Dacca, and introduce it into the Council at an early date."

The Nawab said that Eastern Bengal had been assured of a university as a 'compensation' for the territorial readjustment, and that serious misgivings were entertained when the war broke out lest the university question might be indefinitely shelved or postponed. He suggested that if the money difficulty were pressing effect might not be given to the whole scheme at once, though provision should be made 'for the fruition of the full scheme' in course of time; but that a small beginning should be made at once.

10. Sir Sankaran Nair, on behalf of the Government, stated that the Government were definitely pledged to the establishment of a university of Dacca and that although there had been doubts as to the scheme of the University, there had been no wavering on the part of Government on the main question; that a bill for its

¹ Report of the Dacca University Committee (Bengal Secretariat Book Depôt, 1912.) The report was first published at a higher price, which was reduced to the nominal one of 4 annas. A note signed by Mr. J. H. Kerr, of the Government of Bengal, was issued on 23rd December 1912, stating that the Governor in Council would be glad to consider any criticism on the proposals of the report, received before 15th February.

establishment had already been drafted ; but that Government had delayed introducing the bill for several reasons. He said that it was the policy of Government that during the period of the war they should not pass a controversial measure through the Council by official majority ; that Government had found that certain proposals common to the Dacca Bill and the Patna Bill had proved controversial ; that those provisions had been modified in the case of the Patna Bill, so that it might go through as a non-controversial measure ; but that Government had not had time to consider whether corresponding modifications could be made in the Dacca Bill ; he added, further, that essential features in the Dacca scheme had been criticised as being opposed in principle to the report of the recent Royal Commission on the University of London, and also from an opposite standpoint ; and that according to the latter category of critics, the poverty of the classes in India who resort to university education, and the purely utilitarian character of the English education which they sought, rendered it undesirable to introduce in India the type of university advocated by the London Commission.

“ The various differences between the castes, the classes and the religions make it difficult,” they say, “ to accept the ideal of a university where all the professors and all the students work with common ideals ; and the great area over which the classes are distributed who seek university education, these make it impossible, according to eminent educationists in India, to import into India that type of university which requires the colleges to be grouped at a centre.”

Sir Sankaran Nair refrained from expressing an opinion on any of these criticisms ; he pointed out further that Government had by some been accused of sinister motives in advocating a residential type of university ; it was said that this policy was advocated “ not really for the improvement of higher education in India, but with a view to check the expansion of such higher education.” In these circumstances Government would not object to introduce a bill for the establishment of a university of Dacca, but the final consideration of the bill, even if introduced, would still have to wait for the report of the Calcutta University Commission.

11. In view of the statement of Sir Sankaran Nair the Nawab withdrew his resolution ; and at the conclusion of the session of the Imperial Legislative Council, on 23rd March 1917, His Excellency Lord Chelmsford, referring to Sir Sankaran Nair's speech, stated that he desired to confirm in the most distinct and unequi-

vocal manner the promise made by Lord Hardinge that a university would be founded at Dacca.

12. We have had before us various official communications referred to by Sir Sankaran Nair in his speech ; but it would complicate the exposition of the situation unnecessarily to enter into an analysis of all the proposals and counter-proposals made at different times.

13. It will be convenient however to print the major portion of the last official document published on the Dacca scheme, namely, the *communiqué* of 26th November 1917 of the Government of Bengal which appeared early in December :—

“ In 1912 the Government of India announced their intention of founding a university at Dacca, which would be of a teaching and residential rather than of a federal type, and the Government of Bengal appointed a committee to frame a complete scheme. The report of the Committee was published in 1913, and criticisms and advice from the public were invited. After full consideration of the recommendations of the Committee and of the views expressed by the public, the scheme, with certain minor modifications, was submitted to the Secretary of State and received his general approval in December 1913. The approved scheme comprised the foundation of four new colleges (*viz.*, a new general college, a Muhammadan college, a women's college and an engineering college), the establishment of a medical institution, a department of Islamic studies and a Sanskrit department and the separation of the Law College from the Dacca College and its establishment as an independent law institution. The Teachers' College was to be transferred to a new site and the Jagannath College to the proposed university area, while a hostel was to be started for students of the well-to-do classes. The building of a library, a museum, an observatory, a gymnasium and several laboratories were contemplated. Other features of the scheme were the introduction of seminar teaching, the provision of reading rooms, the laying out of playing fields and the organisation of a university library, a university union and a professors' club.

Unfortunately the war broke out next year, and the necessity for stringent economy in all departments of public expenditure made it impossible to carry out the full scheme at once. It was accordingly proposed in 1915 that a commencement should be made on a reduced scale. The essential portions of the original scheme were retained, but it was proposed to omit for the time being the new college, the engineering college, the department of Sanskrit studies and the hostel for well-to-do students, the natural history museum, the observatory and some of the laboratories. At the same time it was proposed that the Muhammadan College should be placed in a part of the old Secretariat buildings and that the building project for the Women's College should be modified.

The financial difficulties caused by the continuance of the war precluded the execution of the reduced scheme, and in 1916 the Government of India asked the Government of Bengal to submit an estimate of the minimum expenditure necessary for starting a university which would be of the type

originally proposed and which would, at the same time, satisfy reasonable demands for the provision of collegiate education in excess of that available in the existing colleges at Dacca.

A further modification of the scheme was then proposed on lines which would admit of the gradual development of the University on those laid down by the Dacca University Committee and approved by the Government of India and the Secretary of State. It was suggested that the University should start with four colleges (besides the Teachers' Training College), *viz.*, the Dacca College, the Jagannath College, the Muhammadan College and a new arts college. The establishment of the last was proposed in order to meet the demand for fuller provision for collegiate education in Dacca which had been caused by the increasing number of students. The new Arts College was to be started in temporary premises and the Muhammadan College in the old Secretariat buildings. The Dacca College was to remain as at present, the Law College being separated from it and accommodated in the old Secretariat buildings, while the Jagannath College was to be moved to the building erected for the Eastern Bengal and Assam Government Press. The hostel for well-to-do students, the college for women and the medical institution were to be deferred. The physics and chemistry laboratories were to be given accommodation in existing buildings, and more modest proposals were put forward in connection with physical education and the social life of the teachers and students. The capital cost of this last scheme was estimated at Rs. 11,25,000. The corresponding figures for the scheme originally approved and of the reduced scheme proposed in 1915 are Rs. 67,12,000 and Rs. 38,40,000, respectively.

In the meantime, the Government of India had decided to appoint a commission which would examine the question of university education in Bengal generally; and as expenditure on the proposed University had necessarily to be postponed on account of financial stringency, it was determined that the scheme should be referred to the Commission. Government, as explained by His Excellency the Viceroy at the meeting of the Imperial Legislative Council held on 23rd April 1917, adhere to their intention of instituting a university at Dacca; and they hope to receive from the Commission valuable advice regarding its constitution and management."

II.—Discussion of the main features of the scheme proposed by the Commission.

14. The question of the University of Dacca is covered by our general reference and is not limited in any way by specific terms therein. We have therefore regarded it as our duty to reconsider the question *de novo* both in regard to general policy and details. We have however naturally given very careful attention to the scheme put forward by the Dacca University Committee, on which we have invited expressions of opinion in our questionnaire;¹ we

¹ Part I of Question 4 reads: "If you have studied the Dacca University scheme, have you any suggestions to make with regard to it." (Part II of the question refers to the possibility of establishing universities in the mufassal elsewhere than at Dacca.)

have also examined the other official documents relating to the scheme which have been communicated to us ; and we shall set out, in so far as may seem required, the reasons which have led us to concur in, to amend, or to differ from the original proposals or those made subsequently in regard to the Dacca University.

15. It will be apparent from other portions of this report that even if the establishment of the University of Dacca had not been promised by the Government of India, the whole policy of university reorganisation in Bengal which we advocate would have led us to recommend the establishment of a university in that town either immediately or at an early date.¹ For if the scheme of decentralisation, of relieving the excessive burden of Calcutta, and of gradually creating separate universities in the mufassal is to be carried out, Dacca is clearly indicated as the first centre for the creation of such a university, and this for cogent reasons. The town itself, with about 120,000 inhabitants,² is the second in the Presidency it has the prestige of an ancient and historic capital ; it is now a commercial and manufacturing centre of growing importance ; it has better communications by rail and river than any other centre in the thickly populated districts of Eastern Bengal ; it is contiguous to Vikrampur, the home of so many of the *bhadralok* of Bengal ; and it already possesses two first-grade colleges, with a total of over 1,800 students, providing university teaching in arts, science and law. It also possesses institutions of a non-university character providing teaching in medicine and engineering, and a Government agricultural farm.³ Dacca College, the larger of the two colleges, is a Government institution with excellent buildings and is the best equipped of all the colleges in the mufassal ; it is placed on fine open park land (the Ramna) between one and two miles from the centre of the town, with admirable sites for building lecture-rooms, libraries, laboratories, hostels, and for providing play-grounds ; and on that site, owing to the very course of events which led to the proposals of the scheme, there are already a num-

¹ See especially Chapter XXXV, on Mufassal Colleges.

² According to the last census the population of Dacca was over 108,000 in 1911. Mr. S. G. Hart, the Collector of Dacca, estimates the present population at the figure stated in the text.

³ Dacca has recently been made the administrative centre for the Government Department of Agriculture.

ber of large and well constructed buildings, originally designed for, but no longer required by, the Government. These can now be utilised with the greatest economy for university purposes.

16. The Dacca district supplies over 900 students to the local colleges and sends another 1,491 to other colleges all over Bengal, while the Dacca Division and the neighbouring districts of Tippera supply altogether about 7,097 out of the total number of 27,290 students in the University of Calcutta.¹ Dacca is therefore already in the centre of a great student population, and there can be no doubt that increased and better provision for university education of a high order, besides tapping fresh sources of supply among the Muslim population, will attract an increased number of students from the neighbourhood and so relieve to some extent the pressure at Calcutta.

17. As a sign of existing public opinion in educated circles it may be interesting to mention that out of the 307 of our correspondents who replied to Question 4 of our questionnaire only 15 expressed views opposed to the establishment of the University of Dacca.

18. The chief determining factor in the decision of the Government to make Dacca the seat of a university was, doubtless, the desire to accede to the demand for further facilities for higher education for the Muslim population who form the majority in Eastern Bengal. It is one to which we naturally attach great weight ; and we are entirely in sympathy with the wish of Government that the Dacca University should be used to the fullest possible extent as a means of encouraging the desire for higher education among the still backward Musalmans of this part of the province. On the other hand, we desire emphatically to endorse the view that the University should be open to all, and that it should be in no sense a sectarian university ; nor do we believe that in this we differ from the wish of the representatives of the Muslim community.

19. Turning from these great issues, on which we believe that there can be no serious differences of opinion, we come to three

¹ There were in 1917-18, 1,633 students in the two colleges in Dacca, drawn from various districts, as follows :—Dacca 961, Bakarganj 80, Mymensingh 167, Faridpore 151, Tippera 274. It is significant to note that about half the students come from the Dacca district and more than one-third from the four neighbouring districts.

main features in which the University of Dacca was to differ from universities of the type existing in 1912—

- (1) The University was to be a unitary as opposed to a federal or affiliating university; it was, like the older universities of England and the modern Universities of Manchester, Liverpool and Birmingham, to be associated with a particular city.
- (2) The University was to be a teaching and residential university. Speaking broadly, we emphatically endorse these two main features of the scheme.
- (3) The University was to be a Government institution. Here we differ from the proposal of the Dacca University Committee. We have elsewhere¹ expressed the view that while in our judgment the State ought to remain ultimately responsible for the inspection and supervision of higher education, there are many drawbacks to the system of direct and detailed State control. We propose for the University of Dacca an organisation corresponding in its chief features with that which we propose for the University of Calcutta, but simpler in structure because of the simpler functions which it will fulfil.

20. In two other important points our scheme also differs from that proposed by the Dacca University Committee:—

- (a) As indicated in Chapters XXXI and XXXII, we regard intermediate classes as belonging properly to school and not to university education, and we think it to the interest alike of the students and of the universities that these classes should be conducted in special institutions which we have called intermediate colleges. A certain number of such intermediate colleges should be created in Dacca without delay.²
- (b) The second point is connected with the first. The college, under the Dacca Committee scheme, was to be wholly responsible for the intermediate teaching; but it was to be only partially responsible for the pass teaching for the degree, which was to be organised on an inter-

¹ Chapters XXVIII and L.

² See paras. 211-213 below.

collegiate system ; and it was not to be responsible at all for honours or for any science teaching, which was to be conducted by the University. Under the terms of the Draft Bill prepared for the University the responsibility for post-intermediate teaching was to be transferred entirely to the University, an arrangement which seems to us based on sound reasons of economy and policy. By the removal of the burden of the intermediate classes from the University and, under the arrangement proposed, the college will, if our proposals are adopted, play a different part from that contemplated in the original scheme, though it will retain functions of vital importance in a residential university like Dacca. In order to avoid confusion of ideas we propose that the change (or partial change) of functions should be accompanied by a change of terminology and suggest that in the Dacca scheme the term 'hall' be substituted for the term 'college.' We shall develop in paragraphs 36-47 and 135-144 below our conception of the hall.

21. We shall in the first place discuss the criticism aimed at the proposal to make Dacca a unitary as opposed to an affiliating or a federal university, a matter in which we agree with the Dacca University Committee ; and shall then deal with the main points in which our scheme differs from that of the Dacca Committee. While we adhere to the view of the Government of India that the University of Dacca should be a teaching and residential and not an affiliating university, we cannot overlook the fact that since the Dacca Committee reported a new type of university which is both teaching and affiliating has been founded at Patna. The Patna model has been advocated by some of our witnesses for two reasons, the first a desire to relieve the examinational congestion of Calcutta, the second, the presumed interests of other colleges in Eastern Bengal. With one exception, to which we shall draw attention, the proposals for making Dacca an affiliating university do not claim to be made in the interests of Dacca.

22. Dr. Hiralal Halder of the Calcutta University and the City College puts the argument on behalf of Calcutta:—

“ The Dacca University should be of the same type as the Patna University. It should of course, be a teaching university, but its proposed consti-

tution should be so modified as to allow of the affiliation of colleges in eastern and northern Bengal to it. This is necessary to give relief to the Calcutta University. It has become difficult for this University to examine properly and control the enormous number of students that appear at its matriculation and intermediate examinations. For example, so many examiners are appointed to look over the answer papers of thousands of candidates that it has become difficult to maintain the uniformity of the standard of examinations. A single university is no longer sufficient for the requirements of a province like Bengal.”¹

Maulvi Khabiruddin Ahmed writes, in advocacy of the same policy²—

“the Calcutta University has become a huge and unmanageable examining body, and it is desirable to remove the congestion by cutting down its territorial limits”

and suggests that while the Dacca University should be an exclusively teaching and residential university so far as the colleges at Dacca are concerned it should have ‘federal jurisdiction’ over the colleges in Eastern Bengal.

23. Among some of our Muslim witnesses there is an impression that the colleges of Eastern Bengal would receive better treatment at the hands of Dacca than at those of Calcutta; and they combine this argument with that of the unwieldiness of Calcutta to press the claim that Dacca should be affiliating. The Muslim deputation whom we received at Rajshahi said in their address (section 9)³:—

“At present the Muhammadans, on account of their want of representation and of many incidents brought to notice, have no confidence in the Calcutta University and therefore we desire that Rajshahi College should be affiliated to the Dacca University which, as we are given to understand by Government, will specially look after the interests of Muhammadans. This University was promised to the deputation of Muhammadans of Eastern Bengal as a compensation for the loss of the separate province, and we are confident that this University will look after Muhammadan interests; we therefore press that all colleges in Eastern Bengal should be affiliated to the Dacca University. This will also relieve pressure on the Calcutta University which is at present unwieldy.”

24. The influential Muslim deputation which we received at Calcutta urged a similar though not identical view.⁴ They emphasised “the utmost desirability of establishing teaching univer-

¹ Question 4. See also evidence on this point of Mr. Umes Chandra Haldar, and Mahamahopadhyaya Pramathanath Tarkabhushana.

² Question 4.

³ General Memoranda, page 218.

⁴ See Memorandum of Musalmans of Calcutta, para. 4, General Memoranda, page 210.

sities at Calcutta and Dacca and other places such as Chittagong, Rajshahi, Berhampur and Gauhati." They suggested, as a second alternative, if it seemed impossible to create teaching universities elsewhere than at Calcutta and Dacca, that a new university of the existing type, independent of Calcutta and Dacca, should be set up to control the mufassal colleges—to be called the University of Bengal. Their third alternative, which coincides with that of our previous witnesses, was that the colleges of Eastern Bengal should be affiliated to Dacca and not to Calcutta; but this suggestion was made subject to the proviso that the scheme would not in our opinion prejudice the legitimate duties of Dacca as a teaching university.

25. Nawab Syed Nawabaly Chaudhury goes further. He puts forward the separate treatment of the mufassal colleges of Eastern Bengal as the first consideration; he thinks that it will be difficult to reconcile the interests of the people with the best interests of Dacca University; and urges that if his proposal for separate controlling agencies for the eastern and the western mufassal colleges proves impracticable on financial grounds, then the—"colleges in Eastern Bengal, instead of being treated together with the colleges in Western Bengal under one university, should be affiliated to the Dacca University, even though, as a consequence, the efficiency of teaching might, to a certain extent, be impaired; for the people of Eastern Bengal strongly feel that the interests of their higher education would continue to suffer as before, if their colleges are not treated separately."¹

26. The one witness who appears to regard the power to affiliate colleges in Eastern Bengal (and Assam) as likely to be of benefit to the University of Dacca is Mr. J. R. Cunningham, the Director of Public Instruction for Assam.

"To grant it territorial jurisdiction," he writes, "would be to secure to it the widest charter of liberty and to afford to university education in India the largest hope of advancement and reform. To restrict the University to the city of Dacca and leave the Assam and mufassal colleges unattached will be to subject the growth and development of the new venture to all the adverse influences of competition"

and he draws a gloomy picture of the necessary acceptance by Dacca, in large measure, of "the most characteristic and detrimental conditions of the present state of things," including:—

"(1) Matriculation at 16 when the student, yet unripe for university study, is so ill-qualified in English as to render lectures difficult of understanding and to confirm the habit of study by memorising.

¹ Question 4.

(2) Extension of the ordinary university course to four, instead of three years with a qualification at the end of the second year which serves as the goal for the mass of the students, thus occupying the energies of the University in work which is merely secondary and which should belong properly to the schools."

27. In Chapter XXXI we have recommended that the minimum standard for entrance should be the present intermediate standard, a standard which we hope to see raised not by a mere increase in the difficulty of the questions, but by the improved teaching in the intermediate colleges¹; and we also hope that the period of undergraduate studies will be the three years which Mr. Cunningham desires; so that at any rate some of the dangers which he foresees will be avoided. Mr. Cunningham fears that competition with Calcutta (unless Dacca is artificially fed by the affiliation with it of colleges from Eastern Bengal) will lead to a lowering of standards. The same fear was expressed in Great Britain when the modern universities were created from 1880 onwards. But those fears have not been realised; on the contrary the standards have steadily risen. We may point out that if it becomes known that a university gives cheap degrees, the holders of these degrees will soon find that they stand less chance in competitions for an appointment than graduates of more scrupulous universities and that the University itself will lose in popularity except with the weakest candidates; the best students will, in their own interests, both intellectual and worldly, go to the University which maintains not the lowest but the highest standards of teaching and of examination. If Dacca cannot compete in the open market and by fair means with Calcutta in the same way that the new universities in Great Britain compete with London and the older universities and with each other, our scheme will have failed from the inside. But we do not think it will fail.

28. It would, in our judgment, be inadvisable to load the new University of Dacca with the burden of affiliation and the accompanying disadvantages of impaired efficiency recognised by Nawab Syed Nawabaly Chaudhury. Such a system would necessarily absorb time and energy on the part of the teachers and of the

¹ We have also recommended, Chapter XXXI, para. 55, that in exceptional cases students should be allowed to take the examination corresponding to the present matriculation at 15; but the minimum age of entrance to the University would be 17. As at present the average age of matriculation is 18½, the average age of entrance would be over 20.

administrative bodies at Dacca which should properly be devoted to the development of their own university; and so far as we are aware, none of the existing Dacca teachers have expressed any desire for it.¹ The affiliating nexus would tend to restrict the natural development of Dacca on its own lines; there would be a constant conflict between the legitimate claims of Dacca, the strongest centre, that it should be allowed to progress, and the equally legitimate claims of the weaker mufassal colleges that they should not be overpressed; and the fair settlement of these constantly occurring differences would require the creation of a complex administrative machinery for the drafting of syllabuses, the conduct of examinations and the adjustment of standards. We have found it necessary to provide such machinery in our scheme for the University of Calcutta.² To duplicate it in the case of Dacca would, in our judgment, be wasteful and unwise and would confer no corresponding benefit on the mufassal colleges in question. Moreover our tour in Eastern Bengal leads us gravely to doubt whether affiliation to Dacca would be welcomed by the majority of the colleges; there would certainly be serious, possibly bitter, differences of opinion in regard to such affiliation. As for the interests of Muslim students throughout Bengal, we have had them so constantly in mind that we do not think they will suffer either in the University of Calcutta or Dacca under the schemes which we have proposed. For the grounds above stated, we reject wholly the proposals for making Dacca an affiliating as well as a teaching university.

29. Some of our correspondents have proposed that Dacca should be made a 'federal' university. It is of the essence of a federal university in the sense in which the term is most commonly used that all its units should take some share (though not necessarily an equal share) in the management of the University as a whole. But most of our correspondents who use the word 'federal' do not appear to contemplate any departure from the ordinary methods of affiliation prevailing in India,³ under which the affiliated college

¹ See evidence in response to Question 4 of Mr. F. C. Turner, Principal, Dacca College, of Rai Lahitmoan Chatterjee Bahadur, Principal, Jagannath College, Dacca, of Rai Bhupatinath Das Bahadur, of Maulvi Mohammad Irfan, and of Messrs. Walter A. Jenkins and G. H. Langley of Dacca College.

² Chapters XXXIV, XXXV, and XXXVII, especially Chapter XXXVII, paras. 76-82.

³ Cf. evidence of Mr. Birendra Kumar Datta, who suggests that Dacca "should be of federal type, all the secondary schools and colleges in the Dacca and Chittagong

has no claim whatever to a voice in university management.¹ Federal universities may, no doubt, be useful in certain conditions, when college units of approximately equal strength are situated in different towns within fairly easy reach of one another. But the Dacca colleges and the other colleges of Eastern Bengal do not bear this relation to one another, and no one has put forward a considered scheme for the creation of a federal university in the sense above defined and embracing all these colleges. To any such scheme of federation we should feel objections no less strong than those we have expressed to the scheme for an affiliating university at Dacca.

30. It was natural that the Dacca University Committee in planning a teaching and residential university should propose that the unit both for teaching and residential purposes should be the college. They had in mind not only the older universities in England, but the traditions of Indian experience since 1857. We have seen in Chapter III how the idea of a college preceded in India the idea of a university, and how the University was created as an organism external to and controlling the colleges by means of curricula and regulations and examinations, but without any teaching functions. Without repeating details unduly we may recall the main facts necessary for the understanding of the policy of the Dacca University Committee.

31. The Universities Commission of 1902 referred to the narrowly restricted powers of the then existing universities and stated that there was a very general desire that those powers should be enlarged and that all universities should be recognised as teaching bodies.² They passed over the contention put before them that the indirect control over teaching exercised by the existing universities entitled them to be called teaching universities; and explained that in usual parlance a 'teaching university' denotes a university 'which makes direct provision for teaching by appointing its own profes-

Divisions being affiliated to it," and Kumar Kshitindradeb Rai Mahasai who proposes that Dacca should "exercise a federal control like that of an examining body" over the mufassal colleges of Eastern Bengal. Dr. D. N. Mallik (who does not suggest such control) pleads for the federal universities on the ground that while single college universities are desirable, there is not the teaching strength necessary to man them at present in Bengal.

¹ See footnote to para. 5 above.

² Report, para. 21.

sors and lecturers.' The Commission, (who did not contemplate the possibility of any departure from the Indian affiliating system) pointed to the fact that the affiliated colleges were spread over a wide area, that it was not easy to see how their students could be brought together to attend university lectures, and that the better among them already made adequate provision for the courses of instruction leading up to the B.A. and B.Sc. degrees, so that any intervention of the University at this stage appeared unlikely to be profitable. They very naturally regarded the question whether and how far the universities would be able to make direct provision for teaching as one of considerable difficulty; especially as they saw no source from which the universities could hope to obtain the funds which would be required 'for the entertainment of a staff of university professors in every branch of learning.'

Their conclusion on this point was as follows:—

"We think it expedient that the undergraduate students should be left in the main, to the colleges, but we suggest that the universities may justify their existence as teaching bodies by making further and better provisions for advanced courses of study. The University may appoint its own lecturers and provide libraries and laboratories. It would also be proper that the University should see that residential quarters are provided for students from a distance."¹

They suggested that the colleges co-operating in the scheme should contribute to its cost, that in this way central schools of advanced study might in time be formed, and that it was an advantage of the scheme that it could be worked out gradually without the great initial expense involved in the creation of a complete professoriate.

32. The Dacca Committee, writing in 1912, were justifiably bolder and more explicit in their view of what the Indian Government and public regarded as the idea of a university. Between 1902 and 1912 public opinion had advanced; and the ideas latent in the report of 1902 were developed with a new fulness and warmth by the Dacca Committee. "There are," they say in the first chapter of their report—

"abundant indications that the Government and the people have alike come to realise that a university, if it is to satisfy in full measure the requirements of the educated classes, must denote more than mere examination, must undertake more than mere control, must offer more than mere instruction. It must be an institution in which a true education can be obtained—the training of the mind, body and character; the result 'not a book but a man'."

¹ *Loc. cit.*, para. 24.

But for the Committee of 1912, as for the Commission of 1902, the college was to be the unit of university life for teaching as well as for residence. Indeed they regard the separateness of the colleges as of positive advantage to the university as a whole.

"We anticipate", they wrote, "that each college of the Dacca University, whether it is one now in active working, or yet to be founded as part of this scheme, will have its special characteristics and develop in its own way. The individuality and variety of the colleges is as much a part of the scheme as the completeness and community of the new university life. There will be, in a way never before known in India, a healthy interaction of the colleges upon each other and a heightening of the separate and limited life of each by participation in the larger and fuller life of the University. At the same time, while the University is to be distinct from and greater than the colleges, it is to be made up of them; and the health and vigour of the whole will depend on the health and vigour of the parts. It is in the individual college also that the most intimate part of the collegiate life will be lived; in the college the corporate spirit must first develop so that loyalty to the college may expand into loyalty to the University. The college is, as heretofore, to be an organic whole, and, within its limits, complete; the new departure is this, that the college instead of being mechanically joined with other affiliated institutions to a university centre, which is organised without any closer relation to them than this affiliation, is now to be organically bound with other colleges into a higher and more complex unit, the teaching and residential University."¹

33. Nevertheless, on obvious grounds of economy, the Committee were obliged to depart widely from these general proposals when they came to frame their detailed scheme. The entire teaching in Islamic studies, science, law, medicine, and engineering and the post-graduate teaching in arts was to be conducted by the University. The teaching for the B. A. degree, both pass and honours, except the pass teaching in English, was to be organised upon an inter-collegiate basis, that is virtually by the university as a whole. Thus only the intermediate teaching in arts was to be entrusted to the independent care of the colleges. Yet each college was, according to the plans, to be equipped with a large set of class-rooms, for use by degree students as well as by intermediate students. Corresponding in some measure to the distribution of teaching between the college and the university there was to be a university staff and distinct college staffs of teachers.

34. With the removal of the intermediate teaching from the purview of the University the case for making the colleges teaching units appears to us to disappear; and since this view was indepen-

¹ Dacca Report, page 20.

dently arrived at by Government in respect of post-intermediate teaching we need not perhaps argue the matter in any great detail. In a university of the size of Dacca the economy and convenience of making provision for the teaching by means of a single authority is apparent.¹

35. It may be thought by some that the appointment of teachers by the governing bodies of the colleges is a valuable element in university organisation which our proposed amendment of the Dacca scheme would sweep away. We may point out, therefore, that this power of appointment was not, and we think rightly not, assigned by the Dacca University Committee to the governing bodies of the colleges. In a university of the size of Dacca, the most effective and economical way of instituting and making the teaching appointments is by means of a central organisation, and we have preserved that idea of the original scheme; though, as will be seen, we propose to substitute as the central organisation the University itself for Government except for a certain number of appointments.² The teaching unit should, in our view, be not the college, but the university department, and our substitution of the University for the college as the organising authority for the teaching, though it may seem a large amendment at the first blush, only extends to the whole university curriculum the pro-

¹ Mr. E. E. Biss, of the Indian Educational Service, who has given so much time and attention to the Dacca scheme, strongly advocates the centralisation of all teaching above the intermediate standard, and of its being put directly under the control of the university authorities but he nevertheless advocates the retention of the title 'college' for the 'unit of university life.' Dr. Nares Chandra Sen Gupta, Vice-Principal of the Dacca Law College, although he does not, like Mr. Biss, contemplate separate treatment of the intermediate teaching, nevertheless advocates the disappearance of the college from the Dacca scheme on the grounds of economy. Rai Lalitmoan Chatterjee Bahadur, Principal of the Jagannath College, on the contrary urges that the individuality of the colleges teaching the bachelor courses should be preserved by each college specialising in certain subjects or departments of subjects and being specially staffed for the purpose as well as by other means. We think that it would be difficult in planning the University to decide on what principle such specialisation could be introduced at the outset. But we think that in course of time different halls may come to be informally identified, more or less, with special studies in the same way as some Cambridge colleges are so identified and this would have advantages in the organisation of tutorial work. We should be sorry, however, to see this principle pushed to extremes. One of the advantages of the residential system is the contact of students pursuing different studies.

² Subsequently to the publication of the original scheme proposals were made for the inclusion of private missionary institutions in the University of Dacca. For a discussion of this matter, see below paras. 160-166.

posals made by our predecessors in regard to the major and higher part of it.

36. But while we think the University should be responsible for the organisation of formal university teaching, the college unit remains of the first importance in a residential university. Its functions have been well indicated in the following passage from the evidence of the Serampore Staff:—

“We desire....to express our belief in the main ideal embodied in the [Dacca] scheme, *viz.*, the residential system in collegiate and university life. But we consider that considerable care is necessary in the application of this system to Indian university conditions. Our aim should be not to duplicate Oxford and Cambridge conditions on the one hand, or Scotch, American and German conditions on the other. In the former case the tendency perhaps is for the residential college to regard itself too much in the light of an independent unit, and to think too little of the claims of the university as a whole. In the latter case the university is everything, and residential arrangements for students are a purely secondary concern. In our judgment, a combination of these systems is desirable for India. The individual college in India is not strong enough to stand so much alone as an Oxford or Cambridge college does. There is needed a concentration of academic resources such as we have in Edinburgh, and in most modern universities. On the other hand, experience has shown that Indian education greatly benefits by a wise and sympathetic application of the residential system to Indian conditions. All this is possible if the colleges take the form of academic hostels, or halls of residence providing tutorial help and supervision for their students.”

37. Our own views on the general conditions of student life as they exist in Bengal to-day, and the general changes which we propose with regard to hostel systems are set out in Chapters XIX and XXXIX, and we can only deal briefly with the matter here. We accept, with certain modifications, the general residential organisation proposed by the Dacca University Committee.

“We consider,” they wrote, “that all students not living with parents or duly authorised guardians should reside in college....No students’ messes or non-collegiate hostels should be permitted to exist in connexion with the new University; even the permission to live with an authorised guardian must be carefully regulated and controlled, since laxity in this respect may easily defeat the object of the residential system. A student should not be permitted to join a college and become a member of the University until the question of his residence has been settled. Residence except in his own home should be allowed only on special conditions: the student must be expressly confided to the care of the person with whom he is to reside; the latter having been interviewed by the college authorities and approved as a fit and suitable guardian must formally assume charge and responsibility. In admitting students preference should be given up to the limit of accommodation to those who intend to reside in college. Fears have been entertained that the expense of residing in hostels will be so great as to deter students of

average means from entering the University. If the proposals [of the Committee]...commend themselves to the Government, these fears will prove groundless and none but the very poorest will experience any difficulty owing to the expense of hostel life. For this class scholarships and free studentships should be provided, and private liberality called into play."¹

38. The Dacca University Committee estimated that of the students in the four 'arts colleges'² for men, 1,500 would be 'in residence' and 560 would reside with their parents or approved guardians.³ The question of poor Muslim students is one of especial importance in connexion with Dacca. The Dacca Committee estimated that of the 320 students to be attached to the 'Muhammadan College,' 100 would live with their families or approved guardians. Of these they say that—

"poor madrassah students are not infrequently housed and supported by charitable persons under the 'jagir' system, and consequently many will not be able to live in college. It will be the duty of the authorities of the 'Muhammadan College' to see that those who live, in jagirs or otherwise, outside the college are properly looked after by responsible persons."

39. The Committee obviously contemplated in the same way that the 'Jagannath College' would be attended by a relatively large number of poor students, and this view was put forward by Rai Lalitmohan Chatterjee Bahadur, the Principal of the College, in his evidence before us. The Committee estimated that 200 out of a total of 540 students of that college would be in residence; but they suggested that if possible the margin should be reduced by the provision of further hostel accommodation. They added :—

"We attach the utmost importance to the principle that as large a proportion of the students as possible should be in residence, since it is only on such students that the full benefits of university life can be conferred; in each college additional hostel accommodation should from time to time be provided to the fullest extent to which it can be utilised."

40. We adhere to the view expressed previously that residence with relatives and guardians is both natural and in many cases healthy,⁴ and take up an intermediate position between that of

¹ Dacca Report, page 70.

² The Dacca College, New College, Jagannath College and Muhammadan College.

³ The report of the Dacca Committee has been misunderstood on this point by a certain number of witnesses; thus Mr. Muraly Dhar Banerjee urges as an amendment to the Dacca scheme that 'residence should not be compulsory upon those who are able to live with their families and natural guardians; and Rai Sri Nath Roy Bahadur makes the same plea.

⁴ Chapter XIX, para. 7.

the Dacca University Committee and the position of Sir Gooroo Dass Banerjee, who while admitting that a residential university has advantages, and accepting the view that it should be tried at Dacca, over-states, we think, its drawbacks.

“A residential university”, says Sir Gooroo Dass, “is more adapted for physical and intellectual education than a non-residential university by reason of its being able to provide better teachers and appliances and more regular supervision than what students can secure if left to themselves, and by reason of its relieving students from the trouble of looking after their board and lodging, and ensuring for them a certain measure of comfort. But it is less adapted for moral and religious education by reason of that very excess of help, assurance of comfort, and regularity of supervision, which are less helpful in training men for the rough world outside the college walls, where they have to be resourceful in emergency, to struggle patiently and cheerfully with adversity, and to accept the inevitable with calm resignation to a Will that is inscrutable and supreme. Living with parents or guardians, or in small messes under suitable occasional supervision, is far more elastic, gives students far better opportunities of mixing with human beings as human beings, and not merely as students, and is far more conducive to the growth of those moral and spiritual qualities so necessary for the world, than the rigid routine and dead level uniformity of life in a large hostel, where the largeness in the number of boarders must make discipline, to a great extent, more mechanical than personal. Moreover, differences of caste, creed, and colour may create unforeseen difficulties in this country. Then, again, judging from facts, it cannot be said that the graduates of the non-residential Scottish and German universities compare unfavourably with those of the residential universities of England. But I need not pursue the point any further for my present purpose, which is only to caution advocates of the residential system against being too sanguine, and against seeking to enforce it everywhere. Let us wait and watch how it works at Dacca.”

41. We have described in Chapter XIX¹ what the ‘elasticity’ of living in small messes under occasional supervision means. We need not repeat our description. We have also pointed out that guardianship often involves the ‘sweating’ of a student who acts as a tutor; and it may be well to refer again here to the evidence of the Principal of the Jagannath College, Dacca² :—

“In Bengal college students live either with their parents or other natural guardians or in hostels where they are under more or less adequate superintendence and control or in ‘messes’ where they are left much more free, or as private tutors in the houses of people. These last usually get only their food for teaching one or more schoolboys and the guardianship exercised by the master of the house is only nominal. The conditions of residence in ‘messes’ and as private tutors are not healthy, morally or physically.”

¹ Paras. 29-35.

² Rai Lalitmohan Chatterjee Bahadur, Question 17.

42. We are convinced that it is only in rare cases that students living with persons other than near relatives are able to do justice to their work ; we hope that the 'jagir' system will be reduced to the narrowest limits and that provision will be made in the halls for all poor and deserving students (other than those living with near relatives), by a suitable system of stipends and scholarships. The examples of Scotland and Germany, where suitable and respectable lodgings for students are abundant, quoted by Sir Gooroo Dass, do not move us so much as the actual conditions of Bengal ; we have already referred to the evidence of the Serampore College on this point. And if Sir Gooroo Dass idealises the 'mess' and many of the guardians, we think that he undervalues the hostel. We cannot accept his presentation of life at a hostel as being one of 'rigid routine and dead level uniformity.' That is far removed indeed from the happy and varied life as we know it in English colleges and university hostels, from the life that we have seen in residential colleges in India like Aligarh, Serampore, Bankura, or St. Paul's, Calcutta, in which the hostel is not a barrack surrounded by houses, but a real centre of social life, of college societies, of games, of that communal organisation on a small scale which, because it brings students into intimate contact with many of their fellows and equals, is in some ways both a fuller and a severer training for life than the family circle.

43. Nor can we accept the view that the hostel is necessarily less well suited for moral and religious training than any home. There are no doubt homes which provide a quiet moral and intellectual atmosphere, created by the loving care of parents and close relatives, which no hostel can rival. From such homes in Dacca we do not propose to take any student away. There are others from which students may wish to come, without any kind of compulsion, to the ordered life of the hostel. And we think that that life should not only be an ordered, but for those whose parents desire it, or who desire it for themselves, a religious life. We look forward to religious training being given in the hostels as an essential part of the communal life ; and in the Muslim Hall there should be the daily prayers. But moral training must with all young people be largely a matter of example rather than of formal teaching or sermon.¹ It will be the aim of the University to place both the

¹ In regard to the question of definite religious instruction, see Chapter XIX, paras. 135-140.

hostels and the halls, into which we propose that the hostels should be grouped, under the headship of men of high moral character, who will exert on their pupils that kind guidance which cannot be mathematically defined, not because the ideas on which it rests are vague, but because they lie too deep for words; because such guidance implies a sense of rightness of conduct directed, as occasion arises, to the multiple and varied circumstances of students of different temperament, upbringing and natural inclinations. It would be more easy to point to such or such a man as the ideal head of a hall or a hostel than to prescribe the character which he must bring to his task, if he is to influence the little world under him effectively and fruitfully. In practice we know that such men are to be found, and we trust that they will be found to guide the student communities of Dacca.

44. We have spoken of the social, the moral and the religious sides of life in the university halls and hostels. These halls and hostels will also play an important intellectual part in the University, though a less formal one than the colleges contemplated by the Dacca Committee; and in two ways. In the first place, we think that, with possibly a few exceptions, each university teacher should be attached to a hall (or hostel) and become responsible either for the general guidance of a number of students, or for their tutorial care in special subjects; and for teachers acting in the latter capacity, the students should write essays from time to time, so as to be trained in methods of individual work. We regard such tutorial guidance as of the greatest importance.¹ But the hall as well as the class-room would be a centre of intellectual life in other ways also. In every hall there should be a library providing both books for pure recreation and others, supplementing the university library, and touching intellectual interests outside the formal curriculum. Again there should be societies not only for athletics and games but for the discussion of topics of learned and every-day interest. The teachers will get to know their students not only in the class-rooms but through their individual work, and through the games and societies in which they will take part. In a residential system the students and teachers form part of one community, working to one purpose, and helping each other to a common end.

¹ Chapter. XXXIV, paras. 53-59.

45. We should be sorry indeed to see those students who live with their parents and guardians excluded from the privileges of this common work and activity. We recommend that every non-resident student should be attached to a hall or hostel and enjoy as far as possible all the rights of the resident students in respect of tutorial assistance, library, games and societies.

46. Cardinal Newman has eulogised the residential system in a well known passage.¹

"I protest to you, Gentlemen," he said, "that if I had to choose between a so-called university, which dispensed with residence and tutorial superintendence, and gave its degrees to any person who passed an examination in a wide range of subjects, and a university which had no professors or examinations at all, but merely brought a number of young men together for three or four years, and then sent them away as the University of Oxford is said to have done some sixty years since, if I were asked which of these two methods was the better discipline of the intellect . . . which of the two courses was the more successful in training, moulding, enlarging the mind, which sent out men the more fitted for their secular duties, which produced better public men, more of the world, men whose names would descend to posterity, I have no hesitation in giving the preference to that University which did nothing, over that which exacted of its members an acquaintance with every science under the sun."

We do not go so far. Newman is thinking of the élite, rather than of the average who form the majority of students; and his conclusion seems to postulate the existence of an intellectual tradition which has been largely created in the older British universities by the systematic training to which he assigns so subordinate a position. On such training we lay no less stress than on the residential side.

47. We are convinced that formal lectures and teaching must have a place, and an important place, in university education. The lecture can, though it does not often do so in Bengal, give a perspective and a sense of the relative value and importance of the different sections of a subject which come only from long study, and which cannot be derived by a young student from the pages of a printed book. It is uneconomical to give this general kind of survey to only a few students at a time, and, again, there is, for the lecturer himself, a stimulus created by a large audience of a different kind from the stimulus derived from discussion with

¹ Newman's *Idea of a University*.

a small group of students in the study.¹ We regard both elements as desirable for the ideal University. The residential and tutorial element glowingly eulogised by Newman, and the lectures on a large scale which have exerted so profound an influence on students in universities like the University of Paris, the Scottish universities and the modern universities of England and Wales, ought both to find their place in Dacca.

48. The Governments of India and of Bengal, and the Dacca University Committee desired to see established at Dacca a university of the 'teaching and residential type' open to all, but with special facilities for the encouragement of Muslim students and of Muslim studies. While our ideals of the training to be given to students by the University of Dacca coincide, as far as we can ascertain, with those of the Dacca University Committee, we find ourselves somewhat widely in disagreement with the Committee in respect of the university constitution required to carry those ideals into practice.

49. There is in India some looseness in the use of the word 'governing body', which, we think, leads to practical misapprehension. The 'governing body' of a Government college does not in any real sense govern the college; it can neither appoint nor dismiss the staff, nor has it much control over the budget; its functions are less important than those of many 'managing committees;' and though the Dacca University Committee proposed two 'governing bodies' (the Convocation and the Council) for the detailed administration of the University of Dacca, a large and important part of that detailed administration was to be exercised directly by Government, as will be seen from the following excerpts from the report of the Committee² :—

Relations of the University with the Government and the Director of Public Instruction.

"We consider that the control of the Government over the University should be exercised directly, and that in order that the Government may be kept informed as to its progress and management, the Director of Public Instruction should be appointed Official Visitor, with full powers to inspect all colleges and departments. The University should correspond with the Government on all questions excepting those relating to staff in which case

¹ Dacca Report, page 36.

² *Ibid.*, pages 142-144.

correspondence should, for the sake of convenience and despatch, be conducted through the Director.

We recommend that the Government should confer on the Vice-Chancellor the powers with regard to leave which are delegated to the Director of Public Instruction by the Bengal rules and orders. These powers include the grant of privilege leave to all officers, and the grant of leave of all kinds to officers in Classes VII and VIII of the Provincial Educational Service, to officers of the Subordinate Educational Service, and to ungraded officers whose pay does not exceed Rs. 250 a month. We also recommend that all other powers with regard to staff which have been delegated to the Director of Public Instruction, including the authority to appoint officers of the classes enumerated above, should be exercised in the University by the Council. This general recommendation cannot extend to cases, such as promotions in the Subordinate Educational Service, which must necessarily be dealt with by the head of the department. The Council should have the same authority as is vested in the Director of Public Instruction, subject to budget provision, to make minor additions to the staff: this includes the appointment of teachers, clerks and menials, outside the grades of the educational services, on pay not exceeding Rs. 45 a month, subject to the submission of quarterly statements. The Council should be consulted before an officer serving under the University is transferred elsewhere; similarly if the Council wishes to obtain the services of an officer from outside the university, or the removal of a member of the university staff, it should make an application to the Director of Public Instruction, who will, if necessary, refer the case to the Government.

In order that the Government may be kept informed of the conduct and merit of officers serving under the University, the present system of annual reports should be maintained. These reports should be submitted by principals of colleges through the Vice-Chancellor, or, in the case of officers serving immediately under the University, by the Vice-Chancellor direct, to the Director of Public Instruction.

Colleges should not correspond directly with the Government or the Director of Public Instruction; any college requiring additions to staff, buildings, etc., or desiring to raise any question which will require Government orders, should submit the case to the Council.

Financial arrangements.

... The scheme is based on two main principles: the first that all receipts should be credited to the Government and that the Government should bear all charges; the second that, as far as possible, accounts work should be centralised.

The University will be maintained by the Government, the members of its staff will be Government officers, and its fees and other receipts will meet only a portion of its annual cost. In these circumstances the simplest and most convenient course will be, that all receipts from fees, fines and miscellaneous sources should be credited to the Government, that salaries and establishment charges should be paid direct from the treasury, and that the Government should make an annual grant to cover all other expenditure. The annual grant should be paid into a university fund so that the unspent balance will not lapse at the end of the year. Subject to the general control of the Government, the University should have full authority to deal with this

fund and to apportion it among the various colleges and departments. Before the commencement of each year, and as soon as the amount of the Government grant is known, the Finance Committee will prepare a budget estimate of expenditure and submit it to the Council. After approval, the estimates will serve as authority to colleges and departments to incur expenditure under the ordinary heads of contingency ; but all items of a special or unusual nature, or which exceed a certain fixed amount, should be submitted to the Council for previous sanction. This system represents a very wide extension of that which obtains in the Presidency College, an extension which is justifiable in view of the magnitude and importance of the new institution and of the character of its administration. The Government may eventually be willing to grant a larger measure of financial autonomy to the new University, but at first the measure of decentralisation which we suggest would appear to be sufficient, while it will be of great advantage to the University to work under a simple financial system during the early years of its organisation."

50. The University was thus not to be responsible either for its own staff, or for its own finance, nor was it to be responsible for its own regulations. Exactly as at Calcutta at present, the most minute change in regulations, after passing through the cog-wheels of an elaborate machinery, was to be submitted to Government for confirmation. The whole of the complex machinery devised for working the University was in the main an advisory machinery. We have shown in another place¹ the grave disadvantages of the existing dissociation between detailed knowledge of academic matters and responsibility for their administration, and have suggested that while the State cannot and ought not to rid itself of the ultimate responsibility for the larger questions of university policy which affect the country as a whole, the attempt of the State to manage a university in detail leads to confusion ; it weakens the sense of responsibility of the University in advising Government as to the changes in their regulations, since Government is not bound to take their advice ; and the responsibility of Government in dealing with university administration becomes somewhat unreal, since it is an obvious impossibility for the Government department concerned to be acquainted with the details of university management in regard to which they are legally obliged to make decisions.¹

51. We are well aware of the difficulties of the situation which the system of the Dacca University Committee was intended to meet ; and we think those difficulties should be stated with the utmost frankness, in respect of the three questions of staff, finance and regulations.

¹ Chapter XXVIII, paras. 74 to 91.

52. *Staff*.—The Indian service system (leaving aside the difficult question of whether it is ultimately an economical system or not) has advantages which cannot be denied and ought not to be understated. It attracts many men (1) because of the prestige of Government service, (2) because of the security of Government service, (3) because of its system of pension and leave.

Its disadvantages from the university point of view may be summed up as follows:—

- (1) The University cannot choose its own staff to suit the special conditions of its teaching; even supposing the Government to accept its advice, its choice will be far more limited in many cases than if it could go outside the cadres; and it may have forced on it a man who deserves promotion and for whom promotion can only be found in a university post for which he is not the person most fitted.
- (2) In just the same way as Government from a sense of equity to the members of one of its services may feel itself obliged to promote a person in the service to a post in the University for which he is not particularly suited, so it may feel itself constrained to take away from the University a person who is doing excellent work therein and give him promotion in some outside administrative post; the University cannot resist the appointment in the first case; nor can it resist the transfer in the second, or offer the teacher additional salary to retain his services, for the Government acts above the head of the University.
- (3) Hence members of the services must feel in the majority of cases that their future lies not in university advancement, but in service advancement; some will no doubt be sufficiently devoted to the work of their chairs to decline the proffered advancement; but in other cases, and especially in the case of men with families to support, this abnegation cannot be expected. It may be said, and fairly said, that a certain number of men develop towards maturity a taste for administrative work in which they have gained some experience as teachers; but in the first place these cases are excep-

tional, and secondly there should be administrative posts inside as well as outside the University to satisfy the ambitions of teachers of this type. What is unsatisfactory is the perpetual temptation to a teacher to take an administrative post as a means of promotion from a teaching post. Such a temptation is bound to exert a disorganising effect on any teaching staff.

- (4) The attractions of the service system are not so great as they may appear at first sight; a service system fails to attract precisely that class of man who in the great majority of cases is appointed to a university chair in the West, namely the man of more mature age who has already made his reputation as a teacher and a scholar or a man of science. Apart from the difficulty of inducing a man of such age to go to a distant country, it fails to attract him because appointment and promotion in the service are and must ordinarily be from the bottom; and because the pension conditions are far less advantageous to a man between thirty and forty or over forty than they are to a man between twenty and thirty. The Dacca University Committee felt these difficulties and to meet them proposed to create four 'special chairs' for men of about 40 with a distinguished reputation, to whom salaries of from Rs. 1,800 to Rs. 2,000 a month would be offered. The creation of such chairs outside the ordinary cadre implies the break-down of the service system on the one hand; and on the other brings into a clear light the disadvantage from which Dacca would suffer in not being able to go into the open market and get the best man available for any chairs but these four.

53. We feel that any university tied to a service system on the existing Indian pattern would be seriously handicapped; and that the University of Dacca would suffer gravely if it is adopted.

54. We may quote at this point the evidence of a member of the Indian Educational Service, Mr. G. H. Langley, Professor of Philosophy in the Dacca College:—

"The existing defect of internal organisation," he writes, "is largely the result of the fact that professors of colleges are members of the Government services, and are not appointed to special positions in particular colleges. The

consequence of this is that it is not always possible to get the best available man for any post that may be vacant ; and, further, the relation between lecturers in any college is the conventional relation between certain wide Government services, and not the natural relation necessary for the most efficient organisation of the studies. I am, therefore, convinced that provided satisfactory safeguards can be given for the security of positions (such safeguards being necessary to secure the best type of professor) it will be better to dissociate professors from their immediate service to Government and to make them servants of the University, appointed to definite posts. Apart from this it is doubtful whether that freedom and autonomy of the body of teachers, which is so essential to the life of the University, can be attained."

55. We now come to the question of safeguards ; we think that they should be as great for specific university posts as those now existing in Government service. We have sketched elsewhere the conditions of tenure which we regard as suitable.¹ We think that, as in Government service, there will be posts for which a period of probation will be necessary, but that after the lapse of that period the appointment should be renewed (except for short period appointments dealt with in paragraph 56 below) until the age of retirement, under a legal contract which the University could not break, subject of course to its annulment owing to gross personal misconduct or mental or physical incapacity, of which cases an independent tribunal should be judge. No member of the staff under these conditions could either be summarily dismissed by the University or have resignation forced on him unjustly. Legal contracts between a teacher and the body employing him, though common in Great Britain, are so rare in India that in unexpected quarters we have found ignorance of their value. We think that the contract on its financial side might be guaranteed by Government. In asking for such a guarantee we are only asking for what is given by Government under the service system proposed by the Dacca Committee ; and under the general system which we shall recommend they would be amply covered by their general control of university funds. We are inclined to think that no person could regard the security of a university post held under such conditions as less than the security of a post held under the service system.

56. We have referred incidentally to ' short period appointments.' We think that it might well be to the advantage of the University in certain cases to offer appointments say of ten years, with a considerable bonus payable at the expiry of that period, to secure the

¹ Chapter XXXIV, paras. 112-120.

service of persons who would be unwilling to accept life appointments. It would be for the University to decide in what cases such appointments would be desirable from the university point of view, attractive from that of the candidate. But we can conceive the case of a man willing to come to Dacca for a term of years, but unwilling to take up his domicile there for the whole of his working life. Such appointments would of course be as strictly guarded from the legal point of view as life appointments.

57. We have proposed elsewhere to substitute for the pension system a superannuation system, extensible, if possible, to all Indian universities, which would enable any university teacher to accept transference from any one Indian university to another without loss of superannuation benefits. Such a system, if the contribution from the University is made sufficient, can be made as attractive as, or even more attractive than, a pension system; because the participant can withdraw from it by resignation at an age less than the age of retirement without losing his benefit.

58. From the point of view both of teachers and of the University, we think, therefore, that the system of appointment to specific posts which we propose is more advantageous than the service system. But we are aware that the abandonment of that system may raise some misgivings in the minds of the Muslim community. The community feel that if Dacca is to exercise the attraction for Muslim students which it is intended to exercise the Muslim and European teachers must not be altogether outnumbered, as they are both in Calcutta and in the existing Dacca colleges, by the Hindu teachers; and some influential Musalmans, at any rate, are inclined to think that it is only by the direct intervention of Government that such a proportion can be secured. We have dealt with the general question raised here in Chapter VI.¹

In designing the constitution of the University of Dacca, we have had Muslim needs constantly in our mind, though not, we believe, to the neglect in any way of the interests of the general community as a whole; and we believe that committees of selection such as are described in Chapter XXXIV,² could be trusted as a rule to bear in mind the necessity of appointing an adequate number of Musalmans to the teaching staff; we propose for the constitu-

¹ Para. 17.

² Paras. 112-120.

tion of these committees a constitution similar to that proposed for the University of Calcutta ; but should the general opinion demand it we should be willing that the final appointment should be left to the Chancellor of the University, so as to leave open the possibility of representations if either the Muslim or Hindu community were likely to suffer owing to a disproportionately small number of appointments of members of that community.

59. Further, we are clearly of opinion that it is essential if the new University is to be started on right lines that it should have the assistance of a number of capable teachers recruited in Europe. It is quite true that a committee of selection constituted in the way described will not be debarred from choosing its candidates from Europe or America. But this process would always take time ; and we think that it should be laid down that a certain number of posts should be filled by the Secretary of State acting on the advice of a specialist committee in England to whom the University would furnish the necessary particulars. We recommend that the procedure adopted should be similar to that which we shall recommend for corresponding appointments in the Presidency College.¹

60. *Finance.*—We come next to the question of finance. Under the original scheme of the Committee, of which the main features are set out above, all receipts were to be credited to Government ; and Government was to pay salaries and establishment charges direct from the treasury and to make an annual grant to cover all other expenditure. The Dacca University Committee incidentally recommended that the University should have authority to accept endowments and to make arrangements for the administration of trusts ; but made no provision for the separate treatment of income from such sources. The University was to be run on the lines of a Government department, with, however, one special and important proviso that the unspent balance from any year was to be carried on to the following year, a condition which cannot easily be adjusted with the present system of finance by annual budgets.

61. In a later scheme the contingency of gifts to the University was provided for, and it was suggested that there should be two budgets, (1) a Vice-Chancellor's budget including all Government

¹ Chapter XXXIV, para. 169 ; see also para. 88 below.

grants and (2) a budget of the university fund (or Council's Budget) which included certain sums transferred from the Vice-Chancellor's budget, together with all the income accruing to the university from non-Government sources. Over the income accruing to the university from non-Government sources the Council were to exercise control subject to general Government supervision. The Vice-Chancellor's budget was to be subject to the approval of the local Government.

62. To the system of finance proposed by the Dacca University Committee we feel grave objections. The Committee were, we think, justified in not anticipating any special provision for benefactions to the university under the system proposed, for the history of university education in Bengal shows that it would be unlikely to receive any, except possibly for scholarships and prizes. It is true that, as we have pointed out in Chapter III, benefactions of greater or smaller extent have been received by the Government colleges at Rajshahi, Chittagong and Krishnagar. But we understand that in these cases the gifts were made either for the foundation of the college, or to induce the Government to raise it from a second-grade to a first-grade college, or to induce Government not to disestablish it. On the other hand, although the Hindu College, from which the Presidency College sprang, was created by means of liberal gifts from private donors, the Presidency College itself since its existence as a Government institution in 1855 has not, so far as we are aware, received any benefactions except for prizes or scholarships. Dacca College, established in 1841, is in a similar position, and Sibpur Engineering College also. On the other hand Calcutta University, since its teaching functions have become a reality, has received really handsome endowments for teaching amounting to 25 lakhs in all. We think it probable from past history in Bengal that if the organisation is such that the local Government has to approve and take the responsibility for the annual budget in the way proposed, it will be naturally regarded as the sole source of university funds and the 'governing bodies' of the University will neither feel it their business to appeal to the community at large, nor would there be much likelihood of their doing so with success.

63. Apart from the question of benefactions we do not think the system proposed would conduce to the most efficient and economical

working of a large and complex institution like a university ; it implies the separate consideration by Government of every item of new expenditure ; and each department of study making claims for its development will naturally tend to press those claims to the utmost, irrespective of the claims of other departments. The local Government will scarcely be in a position to adjust those claims ; yet, if it says to the university central authority ' these claims are for you to adjust, we can afford only so much,' the system, *de facto*, though with infinite complexities of detail, is reduced in principle to the block-grant system ; and we suggest that the block-grant system should be adopted from the outset. Under this system the Government would make a block-grant to the University for a number of years, three or five, after which it would be reconsidered ; and unless some special need were to arise, it would be the business of the University to live within its means within the period prescribed. It is to be pointed out that the block-grant system is an elastic system under which Government can tighten or relax its control as may seem necessary by ear-marking or releasing from ear-mark such portion of its grants as it sees fit. But both the University and the Government are freed from the necessity of reconsidering each detail annually ; and the inducement to the University to employ its resources with due economy, to meet the healthily increasing claims on it, will be far greater than if it is able every year to press each detail of those claims on Government. We think that, without the application of any rigid formula, increased support from Government might be made (following English precedents) to depend to some extent on local support.

64. There must of course be ample financial safeguards. Copies of the annual estimates of income and expenditure should be furnished to Government for their information, and the accounts should be audited by Government as a guarantee that the money has been spent for the purposes for which it has been granted. We think there is much to be said for the system of ' continuous audit.' Further, we propose a periodical inspection of the university under the direction of the Visitor.¹ Under such a system we do not think irregularities of finance or administration could occur ; or if they did, they would promptly be brought to light.

¹ Chapter L, para. 45.

65. The word 'autonomy' has been used by some important witnesses whom we shall quote below. We believe that others take alarm at the notion of autonomy.¹ By autonomy, where we ourselves use the word, we certainly mean neither irresponsibility nor freedom from all constitutional restraints. But without a certain degree of freedom there cannot be any responsibility; and without such a degree of freedom we do not think the University of Dacca can ever become a living and healthy organisation.

Mr. F. C. Turner, formerly a professor in, and now Principal of, Dacca College, writes :—

"I consider that the University should be entirely autonomous, save only in the matter of the pay of such officers of the University and colleges as are Government servants. The Director of Public Instruction should have a seat on the convocation and council of the University, but neither he nor Government should exercise direct control over the policy of the University. The University and each college which is financed by Government should receive a consolidated grant, together with tuition, examination, and other fees (which should be exempted from the rule under which such money is paid into the general revenues), subject to audit by the Accountant General, but should be at liberty, within that grant, to appropriate funds to any educational object under their control. Schemes for the expansion of the University or colleges involving additional expenditure should be submitted to Government through the Director of Public Instruction."

"I think," writes Dr. Nares Chandra Sen Gupta, Vice-Principal of the Law Department at Dacca College—

"that the fundamental idea underlying the Dacca University Committee's report on the constitution of the University is faulty. I do not think it is possible to run a university as a mere department of a centralised Government. It would, no doubt, form a component unit of the Government organisation in so far as it discharges an important public function, but I take it to be of the essence of university life that it should have complete autonomy."

Mr. T. T. Williams, Professor of Political Economy at Dacca College, says :—

"Considering the constitution of the University, I believe that it should be an autonomous university. As far as possible it should have complete authority as regards finance, the Government paying a fixed annual sum (a consolidated grant) and the remaining revenue needed being obtained from fees and other ordinary university receipts. I suggest also that the open land in Amlapara should be built upon and the proceeds of leases given to the University. The university should be the final authority for all expenditure, within the terms of its charter. Carefully prepared budgets and accounts

¹ See evidence of Nawab Syed Nawabaly Chaudhury, General Memoranda, page 206 and Question 4. The scheme which we propose contains, we believe, provision for the complete safe-guarding of communal rights by public authority.

ought to be published in readily available form. This financial control and responsibility will induce real economy in education and, I believe, it will induce private donors to assist in founding chairs, scholarships, etc., and in the erection of buildings."

The Rev. T. E. Teignmouth Shore of the Oxford Mission in Dacca, speaking of the original Dacca scheme, writes:—

"The whole scheme seemed to me to be far too rigid and complete in detail. What is needed is something which will be, in its initial stages, extremely plastic. The University should be called into existence with a minimum of machinery and left as free a hand as possible in the moulding of its own corporate life. In this it is essential that it should be freed from Government control as far as possible. Visitatorial powers vested in Government would be sufficient to prevent any serious misuse of its authority by the University and this is all that is really needed. Members of the Government educational services working in the University and its constituent colleges should, for the time being, be responsible to the university authority alone."

66. *Statutes, Regulations and Ordinances.*—We now come to the question of regulations. We have elsewhere discussed more fully the view that it is inadvisable for the University to be obliged to submit every detail of its regulations for Government approval.¹ On the other hand it is clear that certain wide changes in them may affect matters of public importance, including the relations of the University with other universities and especially the University of Calcutta. As in the case of the University of Calcutta, we propose to draw a distinction between the various kinds of rules necessary for the governance of a university, in the order of their importance, and to classify them as Statutes, Ordinances and Regulations.

(a) *Statutes* should be rules dealing with the more fundamental matters, and in accordance with the precedent adopted in modern English universities, should be only subject to change with the consent of public authority. In the case of most of the modern English universities that authority is the Privy Council; for the universities in Bengal we propose the local Government.

The first statutes should form a schedule to the University of Dacca Act. But the Act itself should include a clause permitting the statutes to be added to or amended by

¹ Chapter XXVIII; see also Chapter XXXVII, Section II. The Dacca University Committee recommended that the 'regulations' under their scheme should not enter into details of curricula, etc., which could properly be settled by an order of the Council (Report, page 144).

the Court of the University, consistently with the provisions of the Act, and subject in each case to the approval of the Governor of Bengal in Council.

- (b) *Ordinances*.—The ordinary routine of the University, academic and administrative, should be prescribed by *ordinances* in regard to main outlines, by *regulations* in regard to details. The ordinances should be made by the Executive Council, whose powers, however, should be limited by certain checks.

In the first place, ordinances dealing with purely academic matters, such as degree courses, examinations, and the discipline of students, should require the assent of the Academic Council and in general be initiated by that body.

Secondly, every proposed ordinance should be subject to the veto of the Chancellor.¹ This provision would enable any communal grievance, raised or supposed to be raised, by a proposed ordinance, to be brought to the notice of the Chancellor before it came into effect.

Thirdly, all ordinances made during the academic year should be submitted to the Court at a statutory meeting, and the Court should have power by a majority of not less than two-thirds of those present and voting to cancel any such ordinance, but not to amend it. Action taken by the University under any ordinance in the course of the session and affecting the future of individual students should not be invalidated by such cancellation. Powers should be reserved to the Vice-Chancellor to deal with such cases, and with any other cases of difficulty arising out of the invalidation by the Court of any ordinance. We anticipate that such cases would be extremely rare.

- (c) *Regulations*.—An ordinance should in many cases confer upon the various university bodies concerned the power to settle details of the matters within the sphere of the

¹ Dr. Zia-ud-din Ahmad thinks that ordinances, other than those relating to purely academical matters, particularly those dealing with communal representation, should be made subject to the approval of the Chancellor, instead of subject to his veto.

ordinance by means of *regulations* bearing upon such details.¹

Thus an ordinance might in matters relating to courses give the Academic Council the right to prescribe regulations relating to attendance, and to the relevant faculty or Board of Studies regulations relating to particular set-books ; or it might confer the right to prescribe the whole of such regulations either on the Academic Council or on the relevant Faculty. We purposely refrain from laying down in any hard and fast way which matters should be prescribed by ordinance and which by regulation.

The scheme which we propose is an elastic one enabling delegation to be from time to time either widened or restricted as may seem desirable to the relevant authorities in regard to any particular matter. While neither the Government nor the Court would be able to interfere unduly or in detail with the every-day working of the University the ultimate control in regard to statutes would lie with the Government, in regard to ordinances, with the Court. The 'autonomy' of the University and of the academic bodies within the University would therefore be limited in this way, as well as, in the case of ordinances, by the veto of the Chancellor.

67. Before giving a sketch of the University of Dacca, as we conceive it, there are two more questions involving general policy which we must discuss ; its freedom from racial or religious tests, and the size of the University.

68. *The University to be open to all.*—We think it desirable that the intention of Government that the University should be open to all ought to be made explicit in its constitution. The Benares Hindu University Act, 1915, Section 4 (1) provides that—

“ the University shall, subject to the regulations, be open to persons of all classes, castes and creeds but provision shall be made for religious instruction and examination in Hindu religion only.”

And we understand that a recent draft of the Muslim University Bill contains the following section :—

“ The University shall be open to all, and no religious test shall be imposed upon any person in order to entitle him to be admitted as a professor, lecturer,

¹ The Dacca University Committee (Report, page 134), recommended that the Council should make such changes in courses and methods of instruction as were not fixed by regulations.

teacher or student of the University except for professors and lecturers of theology. The study and examination in theology shall be compulsory to Muslim students only."

We think that some such provision as the following should be made in the Dacca University Act :—

It shall not be lawful for the University or for any of its authorities as hereinafter provided to adopt or impose on any persons any test whatever of race, or of religious belief or profession in order to entitle him to be admitted as a professor, teacher, or student of the University or to hold any office therein or to graduate thereat, or to enjoy or exercise any privilege thereof, except where such test is specifically provided under this Act or the statutes of the University made thereunder, or as may be defined in Trust Deeds laying down the conditions for benefactions accepted by the University. Provided that nothing in this Act shall prevent religious instruction being given to those willing to receive it in the University and its halls and other institutions forming part of the University or connected therewith by persons (whether teachers of the University or not) chosen by the competent authority named in any ordinance on this subject.

We are of opinion that the only benefactions in which there should be limitations of any kind to particular communities are benefactions for scholarships or bursaries, etc., or the provision of religious teaching, and that the University should discourage benefactions with racial or religious limitations of any other character.

69. *Size of the University.*—The size of a university is an essential factor in its organisation. We have seen that the University of Calcutta has at present overgrown its organisation and become unwieldy and that this is one of the main reasons of its existing defects. It may seem premature before the University of Dacca is founded to foresee for it a similar fate ; but university education has grown so rapidly in Bengal that it is well to take precautions. We hope that the ambitions of Dacca will not be to be made ' bigger than the biggest.'

The University will probably have to provide soon after its foundation for from 1,500 to 2,000 students, all above the intermediate grade ; if this anticipation in respect of the number of its students is realised it will be larger than the University of Manchester or the University of Leeds.¹ This is not the place to

¹ The Dacca University Committee contemplated about 2,900 students ; by allowing for the removal of the intermediate classes, and by adding an extra year for the B. A. course, the number will probably be reduced to 1,500. We arrive at the same number of 1,500 if starting from the basis of the present number of the students in the Dacca colleges we assume that the bulk of the students from the Dacca district and about one-third of the students from the neighbouring districts of Mymensingh, Faridpore, Bakarganj and Comilla will join the Dacca University.

suggest an ultimate limit for the number of undergraduate students ; but we think it would be wise for the University and the governing bodies of the University to fix such a limit if the number shows any signs of increasing unduly. Such an increase, without reorganisation of the University on a different scale, would mean a diminution of the attention which the teachers could pay both to their students and to their studies ; for an undue proportion of the time and energies of the best teachers would be devoted to attending meetings and to the multiple details of a large administration ; the best ideals of the institution and of the students would be sacrificed ; and Dacca would tend to become a machine instead of a university. But we wish to make two points quite clear ; first that we do not suggest any limitation of post-graduate or research work at Dacca, or any measure that would prevent its taking the highest rank among universities in India or elsewhere, if it can find the teachers and the students of the right quality ; secondly, that we do not propose the imposition of any limitation on the opportunities for general university training in Bengal. If the contingency which we contemplate arises at Dacca it can be met in various ways ; for instance, the University might be re-organised, with a far more complex official machinery, designed to relieve the teachers from administrative functions that would otherwise fall to them ; or—and this, we think, both in the interests of Dacca and of Bengal, generally, the better solution—a second university would have to be created in the mufassal, say at Rajshahi or Rangpur, on the general lines of Dacca, but modified in the light of the Dacca experience and to meet the demands of local conditions.¹

70. *Sketch of the University.*—We think that before entering into details of the teaching and residential organisation and of the constitution which we propose for the University it will be useful to give a brief sketch of the University as we conceive it.

71. The residential side of the University will be provided for by larger units which we call ‘halls’ and smaller units, which we call hostels ; the teaching side will be provided for by university departments, of which the majority of the teachers will be appointed by the University. The whole organisation will be

¹Chapter XXXV, para. 20 and *passim*.

self-contained and simple, and, except for the management of the private hostels,¹ unified.

72. We propose that the management of the teaching, and certainly of all details both of university teaching and curricula, should be entrusted to the teachers, who will have as their most important organ a body called the Academic Council. In addition to the Academic Council, there will be from the first Faculties of Arts, Science, and Law; other Faculties, Medicine and Agriculture, and possibly Civil Engineering will, we hope, be added later. The Faculties will appoint for the consideration of special subjects, and of groups of subjects taken by students intending to follow a particular course, committees called Boards of Studies. The teachers of a particular subject will form a Department of Studies, presided over by a responsible head.

73. As the supreme body for fundamental legislation there will be a large assembly, called the Court, which will serve to bring the University into relation with the general community. We hope that many of those members of the Court who do not belong to the academic body, as well as the teachers, will assist the University by serving on the committees which it will be necessary to create from time to time either for the purpose of raising funds or to give advice in regard to technical matters and new departures. To deal with executive and financial matters there will be a small but strong body, on which the teachers will have ample representation, called the Executive Council.

74. We do not forget that the creation of the University was largely due to the demand of the Muslim community of Eastern Bengal for greater facilities for higher education; and we have assigned to the representatives of that community an important place on all the administrative bodies. We hope that on the teaching side able members of the community, not only from Bengal but from other provinces in India, will come forward to fill a suitable proportion of the new teaching posts. The Muslim share in the University cannot be created by regulation alone; it will depend largely on the effective contribution which the community is willing and able to make to the teaching efficiency and strength of the University as well as to its student population. The

¹ See paras. 160-166.

University will need the fullest co-operation of both the Hindu and the Muslim communities to ensure its success.

75. The freedom from the burden of intermediate teaching will, in our judgment, immensely ease the initiation and progress of the University. We propose, for reasons given by the Dacca University Committee with which we fully sympathise, that the courses for pass and honours students shall be differentiated on lines not hitherto adopted in Bengal. The honours course should make a greater demand on the individual student and involve not more, but less, systematic teaching than the pass course. We propose that in Dacca, as in Calcutta, the honours course should be at once increased from two to three years ; and we recommend that the two universities acting in concert should at the earliest possible date increase the pass course for the bachelor's degree also to three years at a later date. A university student should, as a rule, remain at the University for not less than three years before proceeding to a degree.

76. We think that the minimum length of the M.A. and M.Sc. courses should ordinarily be two years, but that with the permission of the Faculty concerned and of the Academic Council this course might be reduced to one calendar year, after special application, in the case of honours students. We do not think such a reduction would be justified, even in special cases, for pass students. Students who have taken the B.A. honours course should be permitted to present as a substitute for part of the written examination a piece of individual work on the part of the candidate which might take the form either of original investigation, or of an ordered and critical exposition of existing data with regard to a particular subject approved beforehand by the University. The regulations for the M.Sc. should be on the same lines as those for the M. A., but in most cases even a student who has taken his honours B. Sc. brilliantly will not be in a position to carry out a piece of individual investigation for the M.Sc. in one year ; he will need to continue his technical training ; and we think that the reduction of the period of study to one year should probably be made in fewer instances for the M.Sc. than for the M.A.

77. In the Arts Faculty a marked feature would be the department of Islamic studies, side by side with which we hope to see later a co-ordinate department of Sanskrit studies. There is ample room in the University for the two. The department of

English must necessarily be a strong one. As indicated elsewhere we think that it should provide teaching in the use of the English language for all students; meaning by this a training in the power of understanding and expression which should aim at enabling each one to master any book in English of which he has need, and to express himself in English clearly, systematically and effectively. We think that English teaching with this end in view should be provided for all students—science students as well as arts students—who need it, independently of the question whether English forms part of their examination curriculum or not. We hope that there will be a strong honours school in English literature. But for all pass students we think the literary side of English should be restricted to the modern period.¹

78. The Dacca University Committee suggested that the only vernacular languages for which provision need at first be made are Bengali and Urdu. To these we would add Assamese. As university subjects, the vernaculars should be studied scientifically, from the philological and linguistic, as well as from the literary, point of view, but we do not think that this study should be compulsory for all students. The question of training in the use of the vernacular is discussed in Chapters XVI, XLI and XLII.

We hope that both Bengali and Urdu will be studied scientifically as well as colloquially and in connexion with the classical languages with which they are related. The classical Oriental languages, Sanskrit, Pali, Arabic and Persian, will find an important place in the Arts curriculum; and we think that for Muslim students Urdu should be treated in the curriculum as an alternative to one of the languages generally included in the classical group, when Urdu is not their vernacular. We have discussed this question at length elsewhere.²

79. We agree fully with the suggestions of our predecessors that provision should be made for the teaching of French and German so as to enable students to read books in those languages relating to their studies.

80. We hope that in the department of history, which ought mainly to deal with Indian history, Islamic history and general

¹ We deal with this matter more fully in Chapters XVIII, XXXIV, paras. 44—47, and XLI.

² See especially Chapters VI, para. 27, XXXI, para. 70, and XXXII, para. 27.

modern European history, there will not be an excessive attempt to cover the whole field until it is possible adequately to increase the staff for this purpose. In economics we hope that in addition to the general work some attempt will be made to deal with the local problems of economics and of sociology, for which material lies at hand ; and possibly some social work among the poorer classes may be undertaken not only by the students in the department of economics but also by those in other departments. The Baptist Hostel has already started work of this kind. The department of philosophy will be strengthened by the co-existence of the departments of Islamic and Sanskritic studies.

81. Among the subjects which belong to the Faculties of both Arts and Science, mathematics will no doubt attract the largest number of students and should have a strong department. We should like to see a department and a readership, if not a professorship, of geography established at an early date. It is a subject indispensable for the teaching of history and of economics, and an essential element in the training of teachers. For reasons which we have given below we have suggested that the department of teaching should be expanded into a department of education. In such a department geography should play a considerable part.

82. We are entirely in accord with the view that to place Dacca on a proper basis the Faculty of Science should be strengthened by the addition of biological sciences, botany, zoology and physiology, which have received too little encouragement hitherto in Bengal. They are essential in a properly equipped university ; and if and when a medical faculty is established they will be indispensable for the professional studies. We hope that a department of geology will be established at a later date. The departments of physics and chemistry are cramped in their accommodation. A new physics laboratory is essential to allow of proper expansion for both subjects.

83. There is a large and flourishing school of law at Dacca. We recommend that it should be made into a faculty. We also recommend that as soon as practicable there should be constituted a faculty of medicine, and later, a faculty of agriculture, and possibly one of civil engineering.

84. The Dacca University Committee suggested that the students of the proposed College for ' well-to-do ' classes should not necessarily

be required to take degrees. As we shall explain below, we are unable to concur in the general proposals of the Dacca Committee in this matter. But we regard it as fully within the scope of a teaching university to offer (as do the modern British universities) courses which are not degree courses, and to accept students, under defined conditions, who are not candidates for a university degree, though such courses should imply, like the degree courses, steady and continuous work. If and when the University is in a position to offer classes in zamindari management, such as were suggested by the Dacca University Committee, they should be open to all students qualified in the judgment of the authorities to take them. We think that the university courses should be open not only to regular students but under strictly defined conditions to all residents in Dacca qualified to follow them and willing to pay the prescribed fees, which should perhaps be on a higher scale for occasional than for regular students. In such subjects, for example, as history or economics, there might well be special courses which could profitably be attended by residents in Dacca of mature age who desired to pursue their studies in this direction.

85. We hope that in every branch in which teaching is carried on there will also be carried on original investigation by the members of the staff and their senior students. For the science subjects adequate laboratories and equipment will be needed. Both for the arts and for the science subjects the university library will need to be greatly strengthened by means of a capital grant and a recurring grant. We lay great stress on adequate grants for periodicals. We do not regard Rs. 30,000 to Rs. 40,000 a year as at all excessive as a library grant (for the purchase and binding of books, and exclusive of the salaries of the staff) for a university situated far from the resources of a great capital. Indeed we regard a strong library as an essential factor for making Dacca a university not only in name but in fact. It is futile to gather together a large number of able men, without providing them with the necessary instruments for their work.

86. It is impossible to foretell exactly on what lines the Dacca University will develop from its beginning. Its teachers and investigators, if they are given time and opportunity, will not want for new openings, especially on the scientific side. Mr. Patrick Geddes, in his suggestive and stimulating report on the town planning of Dacca, has made various interesting proposals.

Horticulture might well develop out of the department of botany, even before a Faculty is started in agriculture; and pisciculture out of the department of zoology. Bio-chemistry, that new and fertile field, might well be cultivated by cooperation between the already active department of chemistry and the new departments of biology and physiology to be created; and it will be wise for Dacca to co-operate with the University of Calcutta, as some of our correspondents suggest, so that in the more specialised branches there may not be wasteful overlapping. There is plenty of work for all the universities in India. They can only gain by such co-operation.

87. We shall in Chapter LI deal briefly with the financial aspects of our proposals. We recommend that a beginning should be made at once and that all the elements of our scheme should be dealt with as soon as the financial situation permits.

III.—The teaching organisation of the University.

88. The Dacca University Committee proposed that all the officers and teachers of the University should be Government servants, and that of these a large number, though not all, should belong to the three Government educational services. They also suggested that a distinction should be made between professors serving directly under the University and college professors. The scheme has been subjected to criticism on the ground that in fact, though not in theory, it would involve an unnecessary differential treatment of European and Indian teachers. We propose a simpler system, under which the whole of the teaching appointments (after the initial appointments) will be made by the University, a certain number being made on the nomination of a selection committee in England.¹ It would also be desirable that such selection committees should have a permanent nucleus.

The appointments would therefore be to specific university posts and not to a Government educational service; but they would be made under a contract defining salary, period of service, conditions of leave, retiring allowance, etc. We recommend that the Government of Bengal should, as a rule, for all major posts (*i.e.*, professorships, readerships and the higher administrative offices) guarantee the performance of the contract and endorse it but

¹ See paras. 58 and 59 above, and also Chapter XXXIV, paras. 112—120.

apart from this guarantee the Government of Bengal should not have any direct responsibility in regard to or control over the incumbents of the posts. With such a guarantee the position of the teachers would be not less secure than under Government service.¹ We may point out that the Government will have the power of enforcing the guarantee without difficulty in respect of the posts for which the salary is supplied out of Government funds ; and we do not suggest that such a guarantee should necessarily be given in the case of temporary appointments or of those paid for out of funds not provided by Government. Government might be willing, however, to give such a guarantee in the case of a chair of which the emoluments were provided wholly or mainly from a trust fund, if it were thought desirable in any particular case.

89. We suggest that there should be four main categories of teachers :—

- (1) *Professors*.—The title of professor should not be given in respect of any post carrying a salary of less than Rs. 600 *per mensem*.² The normal salary should we think be considerably higher, and we think it must be clearly recognised that while in India as in England it is desirable to fix a minimum salary in order to preserve the proper status and dignity of a chair, it would be impracticable to fix a uniform scale for all chairs. A university, like other employers, is bound to compete in the open market for its teachers, and in certain branches and cases it will be obliged to pay salaries far exceeding the minimum in order to secure the services of teachers essential for the education of its students. We may point out that such differences of salary, as between the occupants of different chairs, are customary in England. The variations and increments of salaries must be left to the University to settle.

It is clear that the educational success and achievements of the new University will depend in great measure upon the personality

¹ See paras. 52 and 53, above. Dr. Zia-ud-din Ahmad and Dr. Gregory are of opinion that if the Government are unwilling to give the guarantee suggested the members of the superior staff should be Government servants.

² An exception should be made in the case of missionary teachers of distinction who on religious grounds accept only a small salary in return for their services.

and attainments of the professors first appointed. We agree with the Dacca University Committee that in certain cases it may be necessary to offer as large a salary as Rs. 2,000. One of the advantages of freedom from the restraints of Government service will be that the University (acting, in the case of posts recruited in England, on the advice of committees of selection) will be able to decide after consideration of the field available in what cases it will be necessary to offer salaries of a higher amount than the normal.

- (2) *Readers*.—A reader should be a teacher of approximately the same standing as a professor, capable of acting as head of a department. Departments started on a small scale or in which the total number of students is not likely to be large and sub-departments might be placed in charge of a reader. Thus, if the University is unable to afford a professorship of geography or of botany in the first instance, these subjects might be started under a reader; and if it cannot afford separate chairs for such branches as organic chemistry, inorganic chemistry, and physical chemistry, the head of the department might devote himself to one of these branches, while there would be a reader in at least one, and possibly both, of the others. One of the objects of appointing to readerships is to allow teachers to specialise instead of requiring them to cover the whole field. But this policy should not preclude a reader from taking some share of the elementary teaching required by all students, so long as it did not interfere with the special object of his appointment.

We think that the title of reader should not be conferred in respect of any post carrying a salary of less than Rs. 400 *per mensem*; and that the salary of a reader might rise to Rs. 600 *per mensem*. A reader should be regarded as eligible for promotion to a professorship, if such promotion were desirable and funds were available.

- (3) *Lecturers*.—These would be teachers with a normal salary of Rs. 250—25—400.
- (4) *Junior Assistants*.—These would in general be young men serving their apprenticeship in the teaching

profession, and appointed at a fixed salary for a term, ordinarily of not more than three years. We are advised that while the right kind of man could be secured in the Faculty of Arts for a salary of Rs. 100 *per mensem*, it will be necessary to pay Rs. 150 in the Faculty of Science. We think that junior assistants should in addition have free quarters provided for them in one of the University halls or hostels. While we presume that the majority of the posts of this kind will in course of time be filled by Dacca graduates, the University should be at liberty to select their occupants in such manner as it thought best.

90. We recommend that the methods of appointment of professors and readers should be the same, *mutatis mutandis*, as those recommended for corresponding appointments in Calcutta¹ and should be prescribed by statute.

There would of course be no appointments in Dacca corresponding to the appointments at colleges in Calcutta, except possibly in the case of a teacher whose salary was in part provided by the religious body responsible for the organisation of a hostel.² It would be for the University to settle the mode of appointment by statute or ordinance if such a contingency arose. We think it premature to provide machinery for it here.

The methods of appointment to lectureships and to the post of junior assistant should be prescribed by ordinance.

91. We have proposed that the ordinary teaching unit should be the department, which will be a subordinate unit of the faculty, though certain departments, *e.g.*, the department of mathematics, would belong to more than one faculty. The department would comprise all the teachers of the subject in question. Each department should have a responsible head, usually a professor, but in some cases a reader, responsible for its organisation; and the teachers belonging to it should meet at least once a term.

92. It would be unwise to lay down any hard and fast rule for the limits of departments, but as examples of subjects which are

¹ Chapter XXXIV, paras. 112—120.

² Para. 163 below.

sufficiently extensive to require departmental organisation we suggest the following :—

- * (1) Islamic Studies, including Arabic.
- * (2) Persian and Urdu.
- * (3) Sanskrit and Bengali.
- (4) Sanskritic Studies.
- * (5) English Language and Literature.
- (6) Modern European Languages.
- * (7) Philosophy (including Psychology).
- * (8) History and Political Science.
- * (9) Economics.
- (10) Anthropology (including Sociology).
- * (11) Mathematics (including Astronomy).
- * (12) Geography.
- * (13) Physics.
- * (14) Chemistry.
- (15) Geology.
- * (16) Botany } In the first instance it may be necessary for
- * (17) Zoology } these two departments to be combined, but
- they should be separated as soon as possible.
- (18) Physiology.
- * (19) Law (this would also be a Faculty).
- * (20) Education.

In the foregoing list we have marked with an asterisk all those departments which it seems to us essential to establish at the inception of the University, though not necessarily all on the same scale. We think that in view of the total cost of the scheme it might be found necessary to have only one teacher of the rank of professor for the two subjects of botany and zoology, acting as head of a single department : but there should also be a lecturer either in zoology, if the head of the department were primarily a botanist, or in botany, if the head were primarily a zoologist. A demonstrator would also be required in each of these subjects. We do not recommend the establishment in the first instance of a department of modern European languages, but we think a competent teacher should be appointed to give instruction in French and German to those students who will require tuition in those languages in order to pursue their special studies, whether in science or in arts subjects. The teaching of modern European languages should be developed gradually.

93. Though we do not place this subject in the same category with those in the foregoing list, we hope that a readership in statistics, which is now becoming more and more recognised as a 'key' subject, may soon be established. The recent applications of statistics to problems of economics, sociology, public health, experimental psychology and education have made it an indispensable aid to the grasp and investigation of many branches of these subjects as well as of other subjects in which measurements and enumerations are of importance.

94. A department might include two or more professors or readers in its personnel. But in every case one of the senior members of the department would act as its head, and in the case of a department involving a laboratory, the head would be responsible for the laboratory organisation and expenditure.

95. Each large department will require small rooms for lectures to a comparatively small number of students besides the use of one or more big lecture rooms. The arrangement of time-tables with a view to the economical use of the lecture-rooms, and the provision of the necessary facilities for students taking lectures in different departments, is a problem of all teaching universities. In dealing with the University of Calcutta in Chapter XXXIV, we have suggested arrangements in regard to pass and honours undergraduate teaching which should also be applicable to Dacca.¹ The problem of the time-table for pass students will be materially simplified if the University prescribes that students shall take groups of correlated subjects, instead of being allowed to choose what they think to be the easiest combinations of subjects from the pass list.²

96. The time-table for each department should be settled in the first place by the head of that department after consultation with all the members. It should be the aim of the head of the department to find for each member a happy mean which, without overloading him by an excessive amount of work on a single day, will nevertheless give him a substantial amount of free time so arranged as to enable him to pursue his own independent work and reading, without which his teaching will become sterile and obsolete. On the other hand, there must be some co-ordinating agency between the different departments, so that their arrangements shall not

¹ Chapter XXXIV, paras. 35-47 ; see also Dacca Report, pages 25-28.

² Cf. the suggestions of Sir Gooroo Dass Banerjee in his answer to Question 4.

unduly clash and render impossible selections of subjects which would be in the interest of a number of students. This co-ordination might be effected either by the Vice-Chancellor or by the Deans of the Faculties.

97. It is important that in addition to the general library special libraries for higher work should be provided for the various departments. In the science departments these should be attached to the laboratories. In the arts departments the books should be placed in the room in which seminar teaching is carried on. It might be convenient in subjects like history that the seminars should be held in the rooms belonging to the university library in which the historical collections are housed. The books of the departmental libraries should be regarded as forming part of the general university library, and available for consultation (though not for purposes of borrowing) by its readers, unless, without undue expense, and gradually, it is found possible to provide duplicates for departmental use solely.

98. *Department of Islamic Studies.*—The proposal to establish a strong department of Islamic studies on modern lines, combining with instruction in those studies a thorough grounding in the English language, forms an essential feature in the Dacca University scheme, and we fully endorse the desirability of establishing a department of Islamic studies on these lines.

The university scheme of the Dacca Committee was based on a scheme proposed for the creation of 'reformed madrassahs' which has since been carried into practice, with some modifications, and is described in its present form in Chapters VI and XVI. In order fully to explain our views as to the immediate and future development of the department of Islamic studies in the University, it is necessary to recall here the main outlines of the curriculum of these madrassahs. Their four years' course includes Arabic language and literature, rhetoric, Muslim law, logic, a vernacular (Urdu or Bengali), Indian history, arithmetic and geometry, and English. Logic, rhetoric and Muslim law are taught in Arabic from modern books. History and arithmetic and geometry are taught in English. The standard in Arabic is much higher than that of the compulsory and additional Arabic in the matriculation course; the standard in English is the same; the standard in arithmetic and geometry is also the same as the

matriculation standard, but the omission of algebra makes the general standard in mathematics lower than at the matriculation.¹

We now come to the university course, as proposed by the Dacca Committee. It was to be divided into a junior course of two years and a senior course of two years, for the bachelor's degree, followed by a course of two years for the master's degree ; and as a part of the general university scheme of advanced study and research there was to be a doctorate of Islamic studies. The Dacca University Committee define the object of the bachelor's course as follows :—

“ The object of the university course will be to produce ripe Arabic scholars who possess in addition a thorough knowledge of English. We consider that a student thus trained will become a man of culture, who should make a good Government officer or a suitable recruit for the learned professions. The course in English should be the same as that of the pass B.A. whilst the curriculum in Arabic and Islamic subjects should lead gradually to a very high level of attainment.”²

99. The Committee proposed that the degrees awarded in connexion with the course should be styled Bachelor of Islamic Studies and Master of Islamic Studies. They also recommended that the students who were successful at the intermediate examination in Islamic studies after the first two years of work should be described as having passed the first examination in Islamic studies and allowed to use the title of F. I.

They further recommended that the degrees of B.I. and M.I. should be regarded as equivalent to the degrees of B.A. and M.A. for Government employment and admission to the B.L. course ; and also that a B.I. should be permitted to follow the M.A. course in English and to take the M.A. degree in that subject

100. In anticipation of the adoption of the Dacca scheme Government have established the reformed madrassah curriculum with its English course ; and in view of the postponement of that scheme they have decided to open at the Dacca Madrassah a course corresponding to the first two years of university work for the B. I. degree. The course will begin in 1919. We have recommended that the intermediate course in arts and science should be regarded as higher school work and carried on in special colleges

¹ See Chapter XVI, paras. 108-110.

² Dacca Report, page 100.

which we have termed Intermediate Colleges. We think that in the same way the first two years of the course of Islamic studies proposed by the Dacca University Committee should be provided before entrance to the University (either, as will be done shortly at the Dacca Madrassah, or, if it were thought necessary, at a special institution), so that the students in this department may reach approximately the same standard of maturity at entrance as the ordinary students in arts and science; but in other respects we think that, at any rate on the establishment of the University, the scheme proposed by Mr. Nathan's Committee, as a result of much discussion, must necessarily be adhered to in its main lines. The change which we have recommended above is a change in organisation and not in curriculum; and in fact the temporary provision made by the Government of Bengal in connexion with the Dacca Madrassah exactly fits what we propose as the normal organisation of Islamic studies on the establishment of the University.

101. The only other change which we desire for the near future is that the 'senior course' of the Dacca University Committee should be extended, like the other degree courses at Dacca, from two to three years. We endorse the proposals of the Dacca Committee generally in regard to the staff required for the Department of Islamic Studies, including the proposal that the department should include a European professor.¹

102. We hope that the new school will exercise a stimulating influence over the reformed madrassahs from which it will derive the great majority of its students, and that it will eventually lead to the creation of a school of learned men capable of producing important and original studies on Arabic philosophy and science, in addition to the much larger number of graduates who will become teachers in schools, inspectors, and members of Government administrations. A certain number will no doubt proceed to the Law Faculty and specialise in Muslim law, while others will proceed to the M.A. degree in English or in Arabic.

103. But if the Department of Islamic Studies is to take its rightful place in the University, to exercise influence over the other departments and to be influenced by them, it must in no sense be

¹ Dacca Report, page 100.

regarded as a water-tight compartment. In accordance with what we understand to be Muslim tradition, it should be open to students of all denominations, although no doubt the vast majority will be Musalmans. And we think that students choosing their main subjects in other departments should be permitted to take as subsidiary subjects studies in the Islamic department. Thus the study of Islamic history might well be taken by a number of honours students in history; students devoting themselves mainly to Sanskritic philology might take Semitic philology as a subsidiary subject, and so on.

104. Conversely, we should desire that a student offering Islamic history as part of his course might be allowed, if he so wished, to take a corresponding period of European or Indian history, and that a student offering Arabic astronomy might be allowed to offer at the same time modern astronomy with the necessary mathematics. In the past, owing to the fact that men of science have as a rule had no adequate training in Arabic, and Arabic scholars have had no adequate training in science, great difficulty has arisen in studying the specialised contributions to mathematics, science (especially astronomy), and philosophy, which form so important a part of Arabic writings.¹ If our proposals could be carried out the Dacca University might play a really important part in the elucidation of a great period of history and civilisation. But we are confronted with a difficulty. The intermediate madrassah course in its present form as recommended by Mr. Nathan's Committee cannot furnish the student with a course of training which, as a preparation for western studies at the University, could be regarded as strictly comparable with the improved course which we propose for the intermediate colleges.

105. We wish therefore to suggest, for the above and for other reasons which we shall develop in the next paragraph, that it might be desirable to constitute, in addition to the present course of the intermediate madrassah, an alternative course, including the fundamental elements of Islamic studies, together with other elements: a course, which would comprise the subjects demanded by the University as compulsory for entrance to the Faculty of

¹ For a further discussion of questions relating to Islamic studies see Chapters VI, XVI and XLII. The objections to the scheme of the Dacca University Committee raised by Mr. J. R. Cunningham, Director of Public Instruction for Assam, in response to Question 4 are referred to in Chapter XVI, para. 96.

Arts, and would so lead up to an arts degree in Islamic studies. We should welcome such a development.

106. We are aware that opinions have been expressed in favour of conferring the B. A. instead of the B. I. degree on successful students of the Department of Islamic Studies under the scheme proposed by the Dacca University Committee. Mr. Mohamed Ali, a member of the Dacca Committee, in a supplementary minute appended to the report, putting forward arguments similar to those which we have ourselves put forward above, suggested that arts students should be permitted to substitute a subject included in Islamic studies for an alternative arts subject, and that undergraduates taking up Islamic studies should be permitted to substitute a science or an arts subject for one of those included in the course of Islamic studies; and that the degree conferred on successful students after a course of Islamic studies should, in any case, be called the B. A. and not the B. I. The complete separation of Islamic studies from the ordinary arts course raised three apprehensions in his mind: he feared that the method of teaching Islamic subjects might remain as old-fashioned as before instead of being thoroughly modernised; that the status and the prospects of the teachers of Islamic subjects might suffer; and that the prestige of the new degrees and the prospects of their recipients might be less than the prestige of the degree and the prospects of graduates in the Faculty of Arts. The proposal to substitute the B. A. for the B. I. degree was also supported by Mr. A. H. Harley Principal of the Calcutta Madrassah, and by others in their written evidence, and by Shams-ul-Ulama Abu Nasr Waheed, Superintendent of the Dacca Madrassah and a member of the Dacca University Committee, in his oral evidence before us at Dacca. We think the course proposed by the Dacca University Committee would be a solid and valuable course, but it would not necessarily connote that familiarity with western influences and methods of study which we think ought to be connoted by the B. A. degree. We have pointed out above that we should welcome the conferment of an arts degree in Islamic studies, but we think it should be conferred only on students who have received an adequate basis of western education and have pursued their Islamic studies with a knowledge of the critical methods employed by western scholars.¹

¹ See also Chapter XLII, para. 17.

107. Although we propose that the degrees awarded to the students taking the course of the department of Islamic studies should in the first instance be the B. I. and M. I. degrees, we think that the Department should come within the purview of the Faculty of Arts, so that its teachers might co-operate with the teachers of other arts subjects to the fullest extent possible.¹

108. We now return to a point of some difficulty connected with the elementary Islamic studies preceding entrance to the University and its entrance examination. We have proposed that under the new scheme both the examination corresponding to the matriculation examination, and the examination corresponding to the intermediate examination in arts and science, should be conducted by the Board of Secondary and Intermediate Education.² That Board could not, without special arrangements, conduct the examination at the end of the madrassah course corresponding to the matriculation, or the examination, two years later, corresponding to the intermediate examination in Islamic studies. But we think that it might conduct these examinations through a sub-committee which would be specially constituted for the purpose, and on which the Islamic Department of the Dacca University should be strongly represented. Pending the establishment of the Board of Secondary and Intermediate Examination, and of the sub-committee proposed, the two examinations in question should be conducted by the Executive Council of the University of Dacca, by means of a special board appointed for the purpose. While we recommend this latter scheme as a transitional measure, we regard the first-mentioned above as preferable for two reasons: first, because it would be more easy to equate the requirements of the Islamic examinations and of the ordinary examinations in arts and science; and, secondly, because it would be more easy for the Board of Secondary and Intermediate Education than for the University to make, or to suggest, arrangements for the institution of a modified Islamic course (alongside the reformed madrassah course or in substitution therefor) which would lead up to a B.A. degree, instead of to a B.I. degree.

109. *Department of Sanskritic Studies.*—The Dacca University Committee reported that they had received suggestions that a

¹ See also Chapter XLII, para. 20.

² See Chapter XXXI, *passim*.

department of Brahmanic studies should be established in the Dacca University on lines similar to those recommended for the Islamic department, but that on the advice of their sub-committee for Sanskrit they had decided not to act on this suggestion, although they held that Sanskrit should nevertheless be given a prominent place in the curriculum of the new University.¹ They expressed the view that if it were decided to introduce an Anglo-Sanskrit course the experiment should be made in connexion with the Sanskrit College in Calcutta. We are informed, however, that strong representations were made on behalf of the Hindu community urging that Sanskrit studies should be placed in Dacca on the same footing as Islamic, and that Government expressed its approval of this proposal in 1913. In view however of the financial stringency created by the war it was decided in 1915 to abandon this portion of the scheme for the time being.

We think it would be greatly to the advantage of the University of Dacca if Sanskritic studies could be given the position in the University approved by the Government of India, and that the two schools of Islamic and Sanskritic studies would gain by their co-existence in the same University. In any case, a full and adequate place should be given to Sanskrit in Dacca, especially in view of its nearness to an important centre of Sanskritic studies. We think that the department, when established, should, like the department of Islamic studies, form part of the Faculty of Arts and that the courses should lead up eventually to a degree in arts.

110. *Faculty of Law*.—There is a prosperous school of law at Dacca, with over 250 students. The Dacca University Committee found themselves confronted by conflicting opinions in regard to the continuance of law as a university study in the Dacca University; but they came to the conclusion that the school should be continued. They were then faced with two fresh conflicting opinions among their advisers in regard to it, some of whom held that the Law College at Dacca should continue to be affiliated to Calcutta, while others held that there should be a Law Faculty at Dacca independent of Calcutta. The Committee decided on a middle course, and recommended that while the teaching of law should be entirely under the Dacca University, students should

¹ Dacca Report, page 32.

be examined by, and receive their degrees from, the University of Calcutta, which should accept for examination any student duly presented by Dacca.

111. We have carefully considered the arguments recorded by our predecessors and the fresh evidence placed before us. It is of course quite true that a city like Dacca has not the legal talent to draw on which is possessed by Calcutta; but the busiest practitioners are not always in a position to make the professional sacrifices necessary to enable them to take part in law teaching; nor do the qualities which make an able and successful teacher of law necessarily coincide with those which make an able and successful practitioner. Moreover, as our predecessors state, the Dacca law classes have produced many sound lawyers and successful practitioners, and the abolition of the classes would occasion great disappointment and discontent. It may be further pointed out that to abolish the classes at Dacca would mean increased overcrowding of the already overcrowded classes in Calcutta. We entirely concur in their maintenance at Dacca, where the Law Faculty will form a valuable element in university life.

112. The disadvantages of having a teaching Faculty of Law at Dacca controlled by the syllabuses and examinations of Calcutta are manifest. The one grave difficulty in the way of giving the Law Faculty at Dacca independence was stated by the Dacca University Committee :—

“The arguments (they say) in favour of the first view [*i.e.*, that the Law College of Dacca should continue to be affiliated to Calcutta and not connected with Dacca] are based on the consideration that the B.L. degree is not merely an academic distinction, but admits to the higher branches of the legal profession, corresponding in this respect to the Bar examinations which centre in London: it would be inconvenient and might injure the reputation of the legal profession, if two universities, both within the jurisdiction of the Calcutta High Court, gave B.L. degrees varying in standard and based upon different courses of study. It was also pointed out that there is no material at Dacca out of which to form a faculty or board competent to decide on the claims of candidates to be admitted to the Bar, and therefore that the Dacca Board would necessarily be composed largely of Calcutta judges and lawyers, who might not be willing to perform academic functions at Dacca, and who could certainly exercise such functions more conveniently at Calcutta. Two boards on which Calcutta members would predominate—one sitting at Calcutta and one at Dacca—would appear to be anomalous and unnecessary; and even if this defect were disregarded, the initial obstacle of two avenues for entry into the profession would not be overcome.”

113. We agree entirely that the presence of judges of the Calcutta High Court, and possibly of other Calcutta lawyers, on the Dacca Faculty of Law is necessary for the reasons stated. But we have to suggest a fresh solution which appears not to have been placed before our predecessors. We are of opinion that the practical difficulties of the situation could be got over if the Dacca Faculty of Law and its committees (including the board or boards of studies in law) were permitted by statute to meet in Calcutta when necessary. The judges of the High Court would see to it that the standards of the Dacca law degrees were equivalent for the purposes of law practice to those of Calcutta; and independent variations in the academic side of the study of law, so far from being a disadvantage, might be of advantage to both schools. Dr. Nares Chandra Sen Gupta, the Vice-Principal of the Dacca Law School, makes interesting suggestions in regard to this point¹ which will no doubt receive due consideration at a later stage. We therefore recommend, subject to the condition stated, that the Dacca Faculty of Law should be conducted on lines similar to those of other faculties in the University of Dacca and that the University should conduct its own law examinations and confer its own degrees in law.

114. We agree with Dr. Sen Gupta that the staff of the Law Faculty should be stronger than that suggested by the Dacca University Committee. A whole-time head of the department will be needed, with a salary of Rs. 750 rising to Rs. 1,000. Although the head must be a whole-time officer, he should be permitted, as at Calcutta, to have consulting practice. We assume that the course will continue to be spread over three years and that there will be on an average 100 students in each year. For the purposes of instruction, six lecturers will be required and their salary should be fixed at Rs. 200 a month. These lecturers should be allowed to practise in the courts; but they need not in the first instance be all selected from the local Bar; and every effort should be made to secure the services of experienced and scholarly members of the profession.

115. *Medicine*.—We have described in Chapter XXIII, paragraph 53, the present Medical School at Dacca and we have explained in paragraph 13 of that Chapter the distinction between the existing 'medical schools' in Bengal, which train students for the licentiate-

¹ Question 4.

ship of the State Medical Faculty of Bengal, and the 'medical colleges,' which train students for medical degrees. The Dacca University Committee recommended that the Dacca University should provide instruction for the preliminary and intermediate sciences up to the standard of the First M. B. of the Calcutta University, but that the Calcutta University should be invited to recognise the final examination of Dacca as equivalent to its First M.B. examination, that the Calcutta Medical College should receive the students who had taken the First M.B. at Dacca for the completion of their medical course; and that ultimately a full medical college should be established at Dacca.¹ These proposals were accepted by Government, but it was decided to postpone them in view of financial stringency (*Communiqué* of November 26th, 1917, see paragraph 13 above).

116. In the interests of the Dacca University and in the development of medical work in the Presidency we should unhesitatingly welcome the establishment of a medical college in connexion with the University, as soon as the financial situation permits; it is good for a university to have represented in it a variety of interests, and a medical faculty would strengthen it in many ways. We shall discuss elsewhere the general problems of medical education.

117. So long as the matter remains in the initial stage contemplated by the Dacca University Committee, that is so long as the training at Dacca is not carried beyond the First M.B. stage, the additional expenditure involved would not be great; for we hope that the new university will in any case be enabled to add to the preliminary and intermediate subjects now taught at Dacca, *viz.*, physics and chemistry (inorganic and organic) the subjects of botany and zoology; to these we trust that physiology may also be added in the Faculty of Science; and only a certain additional number of junior teachers in these subjects would then be needed to meet the requirements of an entry of, say, 50 medical students a year, contemplated by the Dacca University Committee. Additional teaching in the principal posts would be required in anatomy and in pharmacology (including pharmacy and materia medica) if that teaching is to be placed on an equal footing with that given in the Calcutta medical colleges.

¹ Dacca Report, Chapter XXI.

118. But two assumptions are essential to the Dacca Committee's initial scheme (i) that the University of Calcutta should recognise the Dacca medical curriculum and examinations up to and including the First M.B. examination as equivalent to its own,¹ (ii) that the Calcutta Medical College should agree to admit a certain number of students each year with the Dacca qualification ; and the committee recognised that the number of students admitted to the Dacca course must be made to depend on the number which the Calcutta Medical College would undertake to receive.² It is quite clear that precautions would have to be taken to ensure that no student having once completed his first M.B. course at Dacca was left stranded by being refused admittance at Calcutta ; and we foresee some difficulty in the regulation of the number of entries at Dacca, especially if students (as is conceivable) are allowed to pass the first two medical examinations by compartments, since this must add to the uncertainty of the number of students who will complete their first M.B. course in any given year. We do not regard these difficulties as insuperable. But so far, we believe, they have not been discussed. Apart from the question of numbers, we think it would be difficult to impose on the University of Calcutta by statute the obligation to recognise the Dacca medical examinations, on which the whole scheme rests ; though we think it eminently desirable that the Universities of Calcutta and of Dacca should accept each other's medical examinations as equivalent, if Dacca has a Medical Faculty. But it seems clear that such acceptance must, like all inter-university arrangements, be a matter for negotiation ; and the University of Calcutta should be formally consulted in regard to this part of the Dacca scheme.

119. We think that no arrangement by the University of Calcutta to take all the students from Dacca would be likely to work permanently ; and that, by the establishment of the preliminary and intermediate classes in Dacca, Government would be committed to the establishment of a full course of medical studies in the University. We understand that the Government of India have consid-

¹ It is to be noted that they suggest a curriculum distinctly different from the Calcutta curriculum (see Dacca Report, pages 40, *ad fin.* and 148-149 ; one of the chief characteristics of the preliminary course proposed is that it includes neither physics nor inorganic chemistry).

² It is possible that Belgachia Medical College, when fully 'affiliated' in medicine, might agree to take a certain number of Dacca students each year.

ered the matter and take this view of the situation and hope that the college will be established in due course; but no financial estimates have yet been drawn up for the cost of such establishment. We believe it would be contrary to the interests of the students and to public policy to offer at Dacca a medical training and a medical degree markedly inferior to that obtainable at Calcutta; it is clear therefore that the establishment at Dacca of a considerable number of teaching posts held by men with high medical qualifications would be a necessary part of the plan.

120. If complete university medical training were given in Dacca it might be provided in one of two ways; either by combining the 'college' training with the 'school' training in one institution; or by setting up an entirely new institution. We understand from Lieutenant-Colonel E. A. R. Newman, the Superintendent of the Dacca Medical School, that he thinks that it would not be a good plan to carry on the two kinds of training in a single institution; but we are not prepared without further enquiry decisively to reject such a scheme, which, if contemplated, should be reported on by an expert committee. The experience of Lahore where both 'medical college' and 'medical school' training are carried on in the same institution would be useful in regard to this point, and the total number of students to be considered would enter as a material factor in the problem. The principle for which we contend is that the staff and equipment for a joint institution of this kind must be of the standard set by the higher training given in it and not by the lower.

The alternative to an institution giving both 'college' and 'school' training is the still more expensive one of founding an entirely new institution; if this were adopted the medical school at Dacca ought probably to be converted into a medical college, and a new medical school founded elsewhere.¹

121. At the present moment there is only one point that we think need be borne in mind. The intermediate medical course includes organic chemistry, physiology, anatomy and pharmacology. We have recommended that teaching in physiology should, if possible, be provided as part of the scientific course; and we suggest that the buildings should be so planned that they could be

¹ We give in the volume of appendices to this report rough estimates of the cost of establishing a medical college at Dacca.

extended if necessary to supply the needs of medical students, and so situated that buildings for anatomy and pharmacology could be provided in the immediate neighbourhood, for it would obviously be convenient to have these buildings in close proximity to each other.¹ The medical authorities ought therefore to be consulted in regard to the planning of the laboratory for physiology.

122. Pending the creation of a medical college at Dacca, we trust that the existing relations between the Medical School and the university teaching at the Dacca College may be strengthened as soon as the new University comes into existence. The students of the school receive their teaching in chemistry and physics at the Dacca College; we think that so long as the school exists, that arrangement should be continued, and that the University should as far as practicable extend general university privileges to the students of the school. We hope also that members of the staff of the school may, by admission to Boards of Studies or in such other ways as the University may deem suitable, be brought into touch with the university teaching. We feel sure that the University and the school will be able to render to each other mutual services in many ways.

123. *Agriculture.*²—Mr. Nathan's Committee reported that there was no scope in Dacca for an institution of university grade in agriculture, but suggested that it might be desirable to found an agricultural school in connexion with the Government experimental farm some two miles from Dacca. The desirability of establishing an agricultural college at Dacca has been urged on us by a number of witnesses—Sir Gooroo Dass Banerjee, Mr. P. K. Bose, Mr. Ramananda Chatterjee, Mr. Srish Chandra Chatterji, Mr. D. B. Meek, Mr. Lalit Mohan Roy and others. In our chapters on agricultural education we have sketched out a scheme for a university department of agriculture in the Calcutta University of which the teaching during the first three years would be conducted partly in Calcutta, partly at a university agricultural farm close to Calcutta, while the practical training of the final course, extending over one or two years, would be given at a Government agricultural institute in Northern Bengal. We have adduced what seem

¹ Lt.-Colonel Newman has pointed out to us that there would be certain advantages in keeping the Anatomy Department on, or in proximity to, its present site.

² Chapters XXV and XLVII.

to us strong reasons for limiting the output of agricultural graduates in the first instance. But we think that the time will come when an agricultural department should be established in the University of Dacca on lines similar to those which we recommend for the University of Calcutta, subject to any modifications which the experience of Calcutta may suggest.

124. *Engineering*.¹—When the Government of Bengal requested the Dacca University Committee to consider the question of establishing a civil engineering college at Dacca as part of the new University, it was assumed as a basis of discussion that the Civil Engineering College would be removed from Sibpur which was then regarded as unhealthy, but is so no longer. We have dealt elsewhere with the question of Sibpur and recommended that the Engineering College there should be not only retained for civil engineering, but developed and strengthened on the side of electrical and mechanical engineering. We do not think that there is at present a sufficient demand to justify the establishment of two engineering colleges of a university character in Bengal and we recommend therefore that the proposal to establish an engineering department in the University of Dacca should be abandoned for the present.²

125. We inspected the Dacca School of Engineering for apprentices, which is located in the compound of the Dacca College and which corresponds to the apprentice department of Sibpur College. The institution appeared to us to be in a healthy condition, and to provide adequate instruction for the class of students for whom it caters. But the institution cannot, and does not claim to, give instruction of a university character; and we see no reason why the Principal of Dacca College should act as Principal of the Engineering School. We have been furnished with extracts from the report made by Mr. C. P. Walsh and Mr. B. Heaton as inspectors of the Joint Technical Examination Board in February 1915, and concur in the view that the Engineering School should be under independent management, but that, so long as the Engineering School is located in the grounds of the University, the university authorities must remain responsible for the discipline of all of its students, outside the buildings of the school. If it were thought

¹ Chapters XXIV and XLVI.

² There is a conflict of opinion among the witnesses who have dealt with this point in answer to Question 4, but few of the opinions expressed are supported by any argument.

desirable to move the school from its present position to another building, it seems clear that the Press Building, which was erected to take heavy machinery, would be most suitable ; but we do not wish definitely to recommend this change. Our recommendations with regard to the construction of the halls will require further consideration, with the help of plans and estimates, and we think it would be unwise to prejudice the decisions of the university authorities and of the Government in regard to any buildings on the Ramna site without consideration of such plans and estimates. We have been furnished with the rough estimate of the cost of removing the Dacca School of Engineering from its present site to the Press Building, made in January, 1912, and amounting only to Rs. 9,700. But we are not convinced that the Press Building would not be of somewhat too ambitious a character for a technical school of this kind, although it might serve for engineering laboratories of a university standard.

126. The remoteness of Dacca from great engineering workshops and factories makes it unsuitable as a centre for an advanced school of mechanical engineering. If, however, at some future time, the demand for trained civil engineers should exceed the output of Sibpur, a university school for civil engineering might well be established at Dacca ; and the existing teaching of mechanical engineering might then be strengthened so as to provide the kind of training in mechanical engineering required by civil engineers.

127. *Education of women.*¹—The Dacca University Committee recommended the establishment of a women's college.² But we are not convinced that the advantages offered by the college would justify the establishment of another college for women at Government expense in the province of Bengal at the present time, as there are three women's colleges in Calcutta.³ In regard to the general question of principle, we think that women students should be admitted to all the university classes in Dacca if their parents desire it, though the number of such students will not be great. On the other hand, there would be great advantages in providing *purdah* teaching for women, as suggested by Miss M. V. Irons, Inspectress of Girls' Schools in the Dacca Circle, in

¹ Chapters XIV and XXXVI.

² See para. 7 (j) above.

³ The Bethune College, Diocesan College, and Loreto House ; see Chapter XIV.

her oral evidence given before us at Dacca. Miss L. Sorabji, Principal of the Eden High School at Dacca, stated that in her view the most urgent problem was the provision of good school education for girls who, although married, might desire to continue their education until the age of 18 ; and we recommend that intermediate classes should at once be added to the Eden High School for girls in Dacca, so that it may become an intermediate college with high school classes attached to it.

128. We feel that very great importance attaches to the provision of facilities in Bengal for the higher education of women, both in the university departments and by some organisation of courses outside the University. But the developments of the higher education of women in India are in an early and experimental though critical stage, and we refrain from suggesting immediate action at Dacca except in respect of the intermediate college. We recommend that the University of Dacca should have power :—

- (i) to make such provision of teaching or of residential accommodation for women as further experience may show to be desirable,
- (ii) to appoint a board for the higher education of women, and to make such assignments of funds out of its revenues as it may from time to time think expedient,
- (iii) to institute degrees, diplomas and certificates for women and to award these on such conditions as to study, residence and attainments as, in the light of further experience, they may deem desirable.

129. Possibly some benefactions may enable the University to take action in accordance with these powers at an early date.

130. *Department of Education.—Training College.*¹—The Dacca University Committee proposed that the University of Dacca should include a department of teaching. But they restricted their recommendations to the proposal that the Dacca Training College on an enlarged basis should be included in the University. We do not think that their recommendations went far enough. We should like the University to include a department of education, of which the Training College would form an important element ; and we think it might be convenient, at any rate in the first instance, that

¹ See also Chapter XLIII, on the Training of Teachers.

the head of the Training College should be professor of education in the University.

131. The subject of education is now recognised as a university subject of importance in a large number of modern universities. It is a subject which in the University of London and other universities forms part of the ordinary arts course, and we think that a considerable number of graduates in arts might be attracted into the teaching profession if they were allowed to take this subject as one of the subjects for the arts degree. Apart from long systematic courses, we should like to see short courses on educational subjects open to students of the University and others; and we think it would be of great advantage if the department offered vacation courses from time to time for school teachers. The University department of education ought to serve as an important bond between the University and the whole body of teachers in the district which it serves.

132. We concur in the view of the Dacca University Committee that the classes in the training college should be small and that practice in teaching should form an important part of the students' course. The Committee's plan provided for the admission of 65 students annually. We think that this number should be increased to 100 in view of the great need for trained teachers. We also recommend that the duration of the courses proposed for the degree of B.T. and for the diploma (or, as it might more suitably be called, the licence) in teaching should correspond to that required for the corresponding degree and licence in the University of Calcutta. The high schools of the Presidency will, we hope, in future recruit their staffs in an increasing degree from the body of teachers trained at the university training colleges. The conditions therefore upon which the two universities will award to teachers certificates of professional training should correspond in their main requirements and in their nomenclature.¹ In regard to the location of the department we concur in a proposal made since the original report, *viz.*, that it should be transferred to the Ramna site, where it will be in close vicinity to other university buildings, and where co-ordination between its work and that of other university departments will be much easier than if it were left in the city of Dacca. This arrangement will of course involve

¹ See Chapter XLIII, paras. 24-38.

the students in a greater loss of time in going to the schools of the city for their ordinary practising work, but we think the advantages of the new proposal outweigh the disadvantages. We endorse the proposal already made that a university demonstration school should be established conveniently near to the training department. Such a school would form an important element in the development of the department of education on special lines suited to the needs of Bengal, and would enable new methods to be tested before being applied on a large scale. It would also be a boon for the children of the university staff.

133. A special hostel should be provided for the training department in view of the fact that many of the students will be educational officers of comparatively mature age, being inspectors or school masters, for whom the ordinary rules of college discipline would not be suitable, and who will probably not care to live with young undergraduates. The hostel should be open to students of all castes and creeds and should be under a warden who would not necessarily be the head of the department of education. We suggest that the initial number of students in the training department should be 80. We do not think that special provision should be made in the hostel for more than, say, 40. The other students would reside in other hostels or halls, under the ordinary discipline of undergraduates. The members of the staff of the training department would be 'attached' to the hostel.¹

134. To one feature in the present organisation of the Training College of Dacca we attach great importance, and we hope to see it continued and developed in the re-organised department: the principal of the college visits the different schools at which his old students are working, inspects their work and, where possible, gives useful assistance, and by this means he is constantly able to see the results of the college work in actual practice.

IV.—The residential organisation of the University.

135. We have explained in paragraphs 20 (b) and 30-35 above our reasons for substituting 'halls' with residential and tutorial functions for the 'colleges' of the Dacca University Committee and now propose to sketch in greater detail our general scheme both for residence and for tutorial guidance in the University.

¹ In regard to the general organisation of halls and hostels see Section IV below.

136. The size of the hall, *i.e.*, the number of students for whom it should provide, is a matter of great importance. The Rev. T. E. Teignmouth Shore of the Oxford Mission, Dacca, suggests 300 students as the ideal number for a hall of this kind; Mr. Turner, the Principal of Dacca College, suggests 400. We are inclined to think the latter figure preferable, but do not propose to lay down a definite limit. The hall should be large enough to create a wide corporate life for the students and to justify the appointment as its head of an experienced professor of the University who would take supreme control and occupy a position of dignity and importance corresponding largely to the position of a head of a college at Oxford and Cambridge. It ought not to be so large that the provost could not know personally each one of the students under his charge. The provost should receive a substantial allowance as a remuneration for his administrative work, in addition to the salary of his chair.

137. Each hall should, we think, as a rule be sub-divided into, or rather composed of, four or more 'houses,' each of which would provide residence for about 75 students and be under the immediate control of a house-tutor.¹ A number of questions relating to the construction of halls and houses will require immediate consideration. We think that each hall should have, *inter alia*, tutorial rooms, common rooms, a library, a provost's room, and an office and a lecture theatre or room large enough for the assembly of all its students, and so arranged that when occasion required it could be used for university examinations. We think it would probably be convenient that the practical teaching of English, which would be either compulsory, or at any rate available, for every student should be carried on in the halls, though such teaching would, of course, not be carried on simultaneously for all students. These are points which should be taken into account in the architectural planning of the hall. The grouping of the houses is also a matter of importance.²

¹ See para. 138 below.

² In some ways the grouping of houses to form a circle like the Minto Circle at the M.A.-O. College, Aligarh, is an admirable arrangement. We suggest, however, that the buildings should be placed closer together and be less expensive in construction than those of the Minto Circle. Owing to the necessity of using existing accommodation at Dacca, in certain cases two 'houses' of the same hall might consist of different sets of rooms in the same building; but this will probably not be found to be the ideal arrangement for future buildings.

138. Each house should be under the charge of a house-tutor who would receive a special allowance and free quarters in addition to his salary as a university teacher and would have assigned to him the duties allotted by the Dacca University Committee to a house-tutor.¹ The Dacca Committee provided a house-tutor for every 50 undergraduates. But we think that if there were attached to each house-tutor, two assistant tutors, to help in the performance of his duties, who would as a rule belong to the class of junior assistants, and who would actually reside in the house, the duties of the tutor in taking charge of a hundred students would not be too heavy. In certain cases it might be necessary to appoint as assistant tutors graduates who were not members of the teaching staff of the University. Assistant tutors, whether teachers or not, should be members of the staff committee of the hall, of which we shall speak presently.

139. The relative duties of the provost, the house-tutors and the assistant tutors need some further definition. It is perhaps simplest to deal first with the house-tutor. Under the general direction of the provost he should be responsible for the discipline of his house; and it will be chiefly in matters of routine discipline that he will need the help of assistant tutors. What we regard as perhaps his most important function is thus defined by the Dacca Committee:—

“It will be the duty of the tutor so to guide his students that they will derive the fullest benefit of which they are capable from the opportunities which the University will afford. He must therefore know them individually and make himself readily accessible to them, taking an interest in their studies, sports and other pursuits.”

Thus, *qua* house-tutor, it would not be his duty to teach his students any particular subject, but to advise them, to direct them from which teachers to get further advice in regard to their studies, and to consult their teachers as to their progress and difficulties.

The house-tutor should furnish the provost with a terminal report on each student. But it should also be his duty to confer with the provost in the course of the term on any special case of difficulty both in regard to studies or to discipline, as it arose. In matters of discipline the provost should be supreme within the hall, subject to powers expressly reserved to the Vice-Chancellor or any other

¹ Dacca Report, pages 76-77.

authority (see paragraphs 200-203). But in a healthy student community, although there must be rules, and these rules must be enforced, the discipline of every-day life is far less a matter of rules than of good feeling and good understanding. As we have said before, it should be the business of the provost to get to know each student of the hall personally. He should be accessible to students at fixed hours; though it should be understood that he ought not to be troubled about minor matters within the province of the house-tutors and assistant tutors; and the provost would, in the interests of good working, maintain their authority in such matters. But, like the master or principal of an English college, he would himself make opportunities for becoming acquainted socially with his students, and, as occasion required, would take a prominent part in their games, societies and social functions.

140. It is an essential part of our scheme (see paragraph 45 above) that each non-resident student should enjoy as far as possible the same privileges as resident students in respect of tutorial guidance, societies, games and library, associated with the residential units; and for this purpose we suggest that for every 75 resident students each hall or house should have attached to it 25 non-resident students. We base this suggestion on the estimate made by Mr. Nathan's Committee that about one-fourth of the total number of students will be living with parents or approved guardians. On this plan each tutor would have under his charge 75 resident students and 25 non-resident students. We have considered the possibility of setting up a separate organisation for the non-resident students, but we think this would be less advantageous for their interests.

141. We think that (possibly with a few exceptions) each teacher should be attached to a hall (or hostel) and that the whole body of teachers attached to the hall should form a 'staff committee' with advisory powers, and especially the power to report to the Executive Council on any matter concerning the management of the hall or the welfare of the students. The provost should be chairman *ex-officio* of the staff committee. In some cases the Executive Committee might find it of advantage, in order to secure outside interest in a hall, to set up a special advisory committee in connexion with it, of which persons not otherwise connected with the University might be members. But the existence of such

a committee should not in any way curtail the privileges of the staff committee ; and if it is constituted the provost should act as its chairman and the staff committee should be entitled to elect representatives to serve on its personnel.

For each hall there should be a library committee, a games committee, and such other committees as the staff committee might see fit to appoint from time to time, or as might be provided for by university regulations.

142. We agree with the Dacca University Committee that it will tend to economy and efficiency for the accounts of the University to be centralised, but this will not dispense with the necessity for separate estimates of income and expenditure for each hall. As the items will, apart from expenditure on tutorial assistance, not cover teaching, they will be largely of a domestic character and include expenditure on 'works' which will be a matter for the 'University Steward'¹ and the Works Department to report on ; they will also include expenditure on the libraries which will form a distinctive feature of each hall ; and we hope that the halls may receive special benefactions for books, decorations and sports. The question of kitchen arrangements and catering is always in India a difficult one ; it is discussed in Chapters XIX, paragraphs 36-39 and XXXIX, paragraph 3. We think that great freedom should be left to each hall in this matter.

143. We think that in certain cases it might be useful to have residential units of a smaller size than a hall. We propose the title of hostel for such units and suggest that the head of a hostel should be called a warden. The organisation of a hostel should be on lines similar to those of a hall but need not be so elaborate. No student should be transferred from one hall or hostel to another without the consent of the heads of both institutions.

144. The halls which will be required at the initiation of the University or shortly after will be the Dacca Hall, the Muslim Hall and the Jagannath Hall, and, in addition, the Teacher's Hostel (see paragraph 133). A little later another hall, as contemplated by the Dacca University Committee, will probably be required. We shall discuss the question of these halls separately.

¹ See para. 177 below.

145. *The Muslim Hall.*—The establishment of a college for Musalmans was an essential feature in the original scheme. It received the approval of the Musalman community and of Government. But the establishment of such a college—in so far as the collegiate system of teaching was maintained—would seriously have limited the educational opportunities for Muslim students of the University of Dacca,¹ and, in accordance with the general scheme explained in paragraphs 30-35 above, we have proposed in lieu of a Muslim College the establishment of a university Muslim Hall. It will offer to the Muslim students a full corporate life and it will enable the sons of Muslim parents to receive education under those religious influences to which they attach so much importance; it will not segregate the Muslim from the Hindu students in their studies, but on the contrary it will enable them to mix with the latter on terms of equality and to join in the general life of the University in a far more satisfactory manner than has hitherto been possible. We have stated the advantages of the hall in almost exactly the same terms as the advantages of the original college were officially stated, but those terms apply more accurately to the hall which we propose in our scheme than they did to the original Muhammadan College.

146. The important Muslim deputation which we received in Dacca stated that a hall such as we recommend would satisfy the Muslim needs on two conditions, namely, that adequate residential provision should be made for Musalmans in intermediate colleges (a condition which we unreservedly approve) and secondly, that adequate and sufficient provision should be made for the admission of Muslim students to other halls as well as the Muslim Hall. Using the nomenclature of the former scheme, they said, and quite justly, that

“a single college will not be sufficient to satisfy the requirements of a vast community; and the establishment of a Muslim hall should not be regarded as curtailing their privilege of entrance to halls and hostels other than those exclusively reserved for particular communities of persons who are following a particular faith.”

There is reason to think that Muslim students will flock in increased numbers to the University of Dacca. Since the Muslim Hall will be reserved solely for Muslim students it would clearly

¹ We understand that it was proposed that in view of the provision of the Muhammadan College, places should no longer be reserved for Musalmans at the Dacca College.

not be right to reserve places for them in other halls until the Muslim Hall is full.¹ But when the Muslim Hall is filled (as might possibly be the case at the outset) the question will arise whether a second hall for Muslim students should be erected or whether provision should be made for Muslim students in mixed halls, which many of them may prefer. We think this is a question which the University authorities must settle after consulting Muslim opinion and that they should be left free to admit Muslim students to any of the halls, including the Jagannath Hall if they think fit. They may then have to decide the further question whether special houses should be allotted to Muslim students or whether they should be accommodated in 'mixed' houses. We should ourselves welcome the existence of 'mixed' houses, if they were acceptable both to the Hindu and Muslim students, provision being made, of course, for separate cooking arrangements in accordance with the requirements of the two communities. There remains the difficulty of providing religious instruction and worship for the 'mixed' houses. But we think that that difficulty could easily be surmounted by a system of inter-hall and inter-hostel religious teaching.

147. We think it probable that the great majority of students of the Department of Islamic Studies would probably wish to live in the Muslim Hall and that such students should always have a prior right to residence therein. We also think that there should be religious instruction and worship in the Hall for all those students whose parents or guardians do not object to it.

The teachers in the Department of Islamic Studies should be attached to the Muslim Hall.

148. *The Dacca Hall.*—In accordance with our general plan, we propose that when Dacca College is absorbed in the University a Dacca Hall should be established. The total number of students in Dacca College in 1917-18 was 995, of whom 453 were provided with hostel accommodation. Of the total number of students, there were in the first two years 479, in the third and fourth years 426, and in the fifth and sixth years 90. There are thus about 500 students following post-intermediate courses in Dacca College for whom provision will have to be made.

¹ At the present moment a certain proportion of the seats at Dacca College are reserved for Musalmans; and the Jagannath College has a Muslim Hostel.

149. We think that some provision might also be made in the Dacca Hall for those students whom the Dacca University Committee wished to attract by the foundation of a college for the well-to-do classes.¹ The proposal to establish such a college met with severe criticism at the time and it has been adversely criticised by a large number of our witnesses.² As the Government of Bengal have abandoned this feature of the scheme (see paragraph 13 above) and as we regard the proposal to provide separate teaching for the well-to-do classes as inadvisable, we need not discuss the scheme in detail. But the difficulty which our predecessors felt is a real one, which needs to be met. They say :—

“It is notorious that in Bengal the landholders, and others of high position and comparatively ample means, have failed to take due advantage of the State system of higher education ; they prefer to keep their sons at home and to give them such private tuition as they may be able to secure, or, in a few cases, to send them to Oxford or Cambridge. There can be no question that Bengal has suffered from the failure on the part of the upper classes to take their proper part in the educational system of the country, and that as education becomes more widespread and as the people take a more prominent share in the government, this evil becomes more severely felt. The reason of the failure is perhaps to be found in the absence of a residential university.”³

The foremost aim of the scheme, according to the Dacca Committee, was “to break down the intellectual and social isolation of the sons of the landholders and to bring them into the full current of the student life of a teaching and residential university.”

We have dealt elsewhere with the general problem of residential accommodation.⁴ We hold that such accommodation should aim at being neither so superior to the home accommodation of the students as to spoil them for their home life, nor so inadequate as to make private study difficult. We think the chief aims of the Dacca Committee in this matter could best be achieved by abandoning the idea of a special hostel and by allowing the University and its halls some discretion in making special arrangements, if they thought fit to do so. The provision of a certain number of larger rooms with a higher rental covering the cost of their provision, would, we think, give them the necessary latitude

¹ Dacca Report, Chapter XVIII.

² See, for instance, the evidence of Sir Gooroo Dass Banerjee, Mr. Mohini Mohan Bhattacharjee, the Maharajah of Kasimbazar, and Mr. J. R. Cunningham.

³ Dacca Report, page 92.

⁴ Chapters XIX and XXXIX.

in this matter. If any wealthy landowner was dissatisfied with such accommodation he could provide quarters for his son to live (under guardianship approved by the University) as a non-resident student.

150. *The Jagannath Hall.*—The Dacca University Committee proposed that the Jagannath College, which is located in buildings in the town of Dacca at a distance of about two miles from the Ramna site, and largely supported by a Government grant of Rs. 12,000 a year, should be removed to new premises on that site and become a college of the University of the same type as the Dacca College. This involved the taking over of the college by Government.

Under our scheme the proposals of our predecessors will need some modification ; but we desire that a Jagannath Hall should be instituted to correspond to the Dacca Hall, the two existing institutions being treated as far as possible on the same lines. “ Whatever shape the new University may take,” writes Rai Lalitmohan Chatterjee Bahadur, the Principal of the Jagannath College, “ the status of the two existing colleges should be the same in buildings, equipment, staff, scope of teaching, and powers and privileges.”¹ Under the scheme which we propose the Jagannath Hall would, like the Dacca Hall, provide residential accommodation and tutorial guidance for about 400 or 500 students, taking post-intermediate courses. Provision for the intermediate students would have to be made under transitional arrangements.² But the establishment of the Jagannath Hall may present some preliminary difficulties.

151. The Jagannath College was established in 1884 by the late Babu Kishori Lall Roy Chowdhury and was named after his father, Jagannath Roy Chowdhury. A high school, known as the Kishori Lall Jubilee High English School, was later attached to the college. The lands of the two institutions are held by three trustees under tenures which differ for different portions of the property ; and in 1909, in consideration of capital and recurring grants from Government, the trustees conveyed and assigned to the Secretary of State the land, buildings, furniture, apparatus, etc., of the college upon trust to permit of the same being used for the purposes of the college. We understand that the trustees were quite willing that

¹ Question 4.

² Paras. 153 and 211-213.

the Jagannath College should be taken over to form part of the Dacca University under the original scheme, but that they have no power to divest themselves of the trusts imposed on them, and hence that the transfer of any portion of the original benefaction must be made by means of legislation. We hope that the trustees will be as willing to concur in the present scheme as they were to concur in the original one, and we recommend that as soon as possible after the submission of this report and concurrently with the preparation of the Dacca University Bill the Government should acquaint the trustees of the Jagannath College with the terms of that Bill (including so far as possible the details of the university scheme to be provided for in the statutes) so that if the trustees so desire a portion of the Jagannath College benefaction may be applied at an early date to the foundation of a hall in the Dacca University to be called the Jagannath Hall.

152. We think it desirable that the Jagannath Hall should, if possible, form part of the University of Dacca from the first; on the other hand we should deplore any serious further delay in the foundation of the University on this account, if the negotiations with the Jagannath trustees should prove to be lengthy or difficult; we hope they will be neither; but it would be expedient, in order to provide for such a contingency, that the Dacca Bill should be so drafted in the first instance as to allow the Jagannath Hall to be made a part of the University either at its foundation or subsequently. The situation is affected by the fact that although the Jagannath College is not like Dacca College, a Government college, it has received from Government a capital grant of Rs. 95,000, including a grant of Rs. 10,000 for the erection of a Muslim hostel, and that Government are now paying a recurring grant of Rs. 12,000 a year towards the college expenses, without which it would be impossible for the college to be continued as a first-grade college.

153. In accordance with our general scheme we desire that the intermediate classes of the Jagannath College should not form part of the University; and it may be desirable to maintain them as an intermediate college in the present building of the college. Another possible plan, suggested by Mr. Nathan's Committee, would be to transfer the Jubilee High School to the college buildings.¹ These are questions which cannot be decided without further

¹ Dacca Report, page 18.

detailed examination and which must be decided by Government, who could simplify matters by founding a hall in the University to which the name of Jagannath could be attached later, if the Jagannath trustees assented to the scheme. If the trustees did not see their way to assent to the scheme the Government grant to the college in respect of the post-intermediate classes should be discontinued after the necessary transitional period.

154. The total number of students of the Jagannath College at the time of the earlier scheme was 530 and the Dacca University Committee proposed to reduce this number to 500 (including intermediate students). In the session 1917-18 there were at the college 843 students, of whom 540 were intermediate students and 303 were third and fourth year students. We propose that the Jagannath Hall should accommodate (say) 400 students reading for the final degree. It is clear that the Jagannath benefaction, if it were used under our scheme, would be applied to university purposes no less fully than they are under its present scheme or than they would have been under the scheme proposed by the Dacca University Committee, so that the purposes of the trust would not suffer; and we recommend that the Dacca and Jagannath Halls should be equated as nearly as possible in respect of the attachment to them of university professors and readers. We think that the benefaction might further be commemorated in the University by associating the name of Jagannath with one or more of the university chairs, say, in the School of Sanskritic Studies.¹

155. Our predecessors regarded the Jagannath College, like the 'Muhammadan College,' as 'intended for poorer students' and suggested college fees which were to be Rs. 2 a month less than those for the students of the Dacca and New Colleges. In the case of the Jagannath College they justified this difference financially on the ground that the staff would be less expensive, although they admitted that in view of the inter-collegiate system the argument based on the cost of the staff 'need not be pushed to extremes.'² With the centralisation of university teaching which we propose it is difficult to justify any difference of fees as between different halls apart from hostel fees. Nor do we feel any great liking for a system under which one hall would comprise only a poorer class of

¹ See para. 109 above.

² Dacca Report, page 65.

students and another a wealthier class. On the other hand we do not wish to see the cost of university training increased beyond the amount contemplated by the Dacca Committee, and for this purpose a number of stipends of Rs. 2 a month might be provided, of which a considerable number should be placed at the disposal of the Provost of the Jagannath Hall.¹

156. Our predecessors also suggested that the Press Building on the Ramna site should be converted for the purpose of the Jagannath College and one of the hostels of the college; that a new hostel should be erected for 260 students and 20 graduates of the college at a cost of Rs. 1,85,400; and that dining halls, kitchens and servants' quarters in connexion with these hostels should be erected at a cost of Rs. 74,256. We propose that new residential accommodation including the necessary libraries, reading rooms and rooms for tutorial teaching, etc., should be provided for 300 students (including graduate students) of the Jagannath Hall, and the Press Building left free for other purposes.² We think that a hundred students living in Dacca should be attached to the hall, thus making the total number of the Jagannath Hall students up to 400.

157. We suggest that it might be appropriate to place one or more of the present trustees and of the governing body of the Jagannath College on the advisory committee for the Jagannath Hall if the Executive Council decide to create such a committee.³ We have not considered the question of the transference of the existing staff of the Jagannath College to the new University. That is a matter which must be settled by Government and the university authorities.

158. *Hostel for special classes.*—We have in Chapter VII dealt with the special difficulties of the depressed classes. We concur in the view of the Dacca University Committee⁴ that a hostel should be provided for special castes such as the Namasudras who might otherwise find a difficulty in obtaining university education. This might form a 'house' attached either to the Dacca Hall or the Jagannath Hall.

¹ A similar arrangement would of course be necessary in connexion with the Muslim Hall. We think a fair proportion of these stipends should be allotted to the other halls so as to avoid the segregation of poor students in any one.

² See para. 125 above

³ See para. 141 above

⁴ Dacca Report, page 72.

159. *Hostel for European and Anglo-Indian students.*—In Chapter XI we have urged the desirability of bringing the domiciled Europeans and Anglo-Indians into the general system of higher education. The University of Dacca will provide educational facilities specially suited for their needs; and we think a small 'house' should be provided for them in which it would be easy to arrange meals, etc., to suit their mode of living. It would probably be convenient to attach this house to the Dacca Hall.

160. *Private halls and hostels.*—The Dacca University Committee did not make definite and explicit provision for the inclusion of private and mission colleges and hostels at the time of the incorporation of the University, but they contemplated the possibility of including such colleges and hostels. "If in the future," they say "an endowed or private college should seek incorporation into the University, the propriety of granting its request will be a question for consideration by the Government and the University on the merits of the case. The general organisation of the University should allow for the possibility of such incorporation."¹

In regard to missionary hostels, the Committee made the following recommendation.²

"Arrangements for providing the additional accommodation should be flexible and should admit of the grouping under one college of hostels of different types. Thus, in the opinion of many, the various mission agencies have found their most valuable sphere of work in connexion with hostels, and there is no reason why a missionary body should not conduct a hostel under the auspices and authority of a college. In the same way new hostels may be established for special classes, or may be open to all."

161. Although in our opinion the college organisation is unsuitable for the University of Dacca, we concur generally in the view put forward by the Dacca Committee in regard to the provision of private hostels either by missionary or other philanthropic bodies approved by the University. We have, as shown in a previous chapter,³ been much struck by the admirable educational work and healthy influence of the missionary societies in Bengal and we think their assistance should be warmly welcomed. In Calcutta, missionary effort has been largely (though not exclusively) devoted to the provision of colleges and college teaching; in Dacca, it has

¹ Dacca Report, page 53.

² *Ibid.*, page 71.

³ Chapter XIII, paras. 101 107 and 127-129.

been limited hitherto to the provision of hostels. We have seen no better hostels anywhere than those of the Oxford Mission and the Baptist Mission in Dacca. But those hostels are in the town, and it is a disadvantage for the students to be so far away from lecture rooms, laboratories and playing fields.

162. The Oxford Mission has entered into negotiations with the Government for the establishment of a hostel on the Ramna. The Baptist Missionary Society has also drafted proposals for the establishment of a university hall of residence under a scheme explained in the evidence, from which we quote below a passage showing that the nature of the scheme is generally in harmony with our plan (though we should wish that an institution of the size proposed should be called a hostel rather than a hall) :—

“It is proposed that the staff should consist of a warden, and a tutor or tutors, the idea being that the hall should arrange for the tutorial supervision of students in residence and, in addition, contribute to the general life and work of the University, in that its staff might deliver a limited number of lectures in some special subject or subjects approved by the University, either in the hall itself or elsewhere, as the University might determine; it being provided that any member of the staff so engaged should be academically qualified, and be recognised by the Syndicate for this purpose. . . . The number of students resident in the hall, undergraduate and post-graduate, would be limited for the present to fifty, the aim being to secure for each student individual attention from the warden and tutors. The site and architectural plan of the hall would admit of the erection of such additional dormitories and lecture rooms as might become necessary through the gradual development of its activities.”

The scheme is devised primarily in the interest of the Christian community but the hostel would admit a limited number of non-Christian students with the approval of their parents.

163. The inclusion of private halls and hostels, missionary or non-missionary, ought not to be decided on in a haphazard way but to be carried out in accordance with a definite policy and under a definite scheme of regulations. It is to be remembered that even if a hostel undertakes (as the Baptist Missionary Society proposes to undertake) the provision of tutorial assistance, the University will nevertheless, as a rule, have to provide all the formal teaching of the students; and its establishment, while it may relieve the University of capital expenditure for residence, will involve it in additional capital expenditure for equipment (*e.g.*, laboratory accommodation), and in recurrent expenditure for teaching, unless the hostel merely provides for the transformation of a

certain number of 'non-resident' into 'resident' students. In some cases the donors of the hostel might be willing to contribute directly to the university funds for the provision of teaching; in others they might be willing to pay either wholly or partly teachers selected in the first instance by themselves and approved by the University who would be under the ordinary university discipline and take part in the general teaching. We think the University should certainly contribute to the salaries of any such approved teachers employed for general university purposes.

164. Besides taking into account this primary matter of the provision of formal teaching for the students in question, before licensing any hall or hostel, the University should, therefore, satisfy itself in regard to—

- (a) the arrangements proposed to be made for securing the health, supervision, moral guidance and discipline of the students,
- (b) the soundness of the financial basis of the proposed institution and the suitability of its scheme of management,
- (c) the possibility of its providing such teaching or tutorial assistance for the students as the status of the hall or hostel may make desirable.

The University should further have power to inspect at any time the educational work and residential conditions of any hall or hostel so licensed and to withdraw such licence if it should so decide.

165. The organisation of private halls and hostels should be on the same lines as those of university halls and hostels and should be governed by general university statutes and ordinances or regulations. The committees of management of the private institutions should be mainly appointed by the bodies by whom the institutions have been established. The Proctor should *ex-officio* be a member of any such committee and the committee might find it of advantage to ask the University Council to appoint one or two representatives upon it. In such a case, the Proctor and the university representatives should, however, be debarred from voting in matters relating to the religious side of the organisation of the hall or hostel. The students should be subject to the general disciplinary rules of the University. We think that in the first instance any such private halls or hostels should, if possible, be established on the Ramna ;

and that it would be a mistake to encourage the establishment of private halls or hostels at a distance from the University as this would disturb the whole teaching organisation.

166. The site of a private hostel, if on the Ramna, should be leased either by Government or the University to the proprietors at a peppercorn rent, and should terminate with the termination of the licence to the hostel. An equitable arrangement would have to be made for the purchase by the University of any buildings for hostels put up at the expense of private bodies, if their licence were withdrawn.

V.—The administration of the University.

167. In drawing up a scheme for the administration of the Dacca University, we have adhered to the general scheme of our predecessors in so far as this did not involve any departure from the general principles which we regard as essential; and we have used a nomenclature as far as possible identical to denote corresponding bodies in the Universities of Calcutta and Dacca.

168. The authorities of the University of Dacca should be as follows :—

The Visitor.

The Chancellor.

The Vice-Chancellor.

The Treasurer.

The Registrar.

The Proctor.

The Court.

The Executive Council.

The Academic Council.

The Faculties.

Boards of Studies.

The Muslim Advisory Board.

The Residence, Health, and Discipline Board.

The Examinations Board.

Together with such other boards as may be constituted from time to time in accordance with the terms of the statutes.

169. *The Visitor.*—We think the Visitor of the University should be the Governor-General of India. The Visitor should have the right from time to time and in such manner as he may think fit

to direct an inspection of, or enquiry in regard to, the University, and its work; and we think such visitation should be carried out at normal intervals of (say) five years.¹

170. *The Chancellor*.—The Governor of Bengal should be the Chancellor of the University. The Chancellor should be the head and chief officer of the University and should be President of its Court and have the further powers provided for below in addition to the important function of hearing appeals which we deal with in common for Calcutta and Dacca in Chapter L, paragraphs 19-20.

171. *The Vice-Chancellor*.—The Vice-Chancellor will be the senior officer of the University in respect of its daily activities, and the responsibilities of the first Vice-Chancellor will be especially heavy. With him in the chief degree it will lie to create the University as a living reality, to translate an ideal into practice; to draw together for its service, partly from among the teachers already on the spot, partly from new sources, a body of distinguished and devoted colleagues and administrators and to give the first play to the customs of its corporate life. In so far therefore as the immediate fortunes of the new institution may be said to rest upon the discretion, character and creative ability of any one man, it will be on the Vice-Chancellor of the new University that they will depend. So much turns upon the initial success of the new University, so much of the education and political welfare of Eastern Bengal hangs upon its destiny, so many educational problems now pressing for solution not only in Bengal but in other parts of India are waiting for light to be thrown by the Dacca experiment, that it is of critical importance to secure the right man for the new office. In the opinion of the Commission it is essential for success that the Vice-Chancellor should be a man of high academic standing, distinguished record and ripe experience, whose appointment will show to the people of Bengal, and not least to the Muslim community, that the Government intend the University of Dacca to rank among the more influential of modern universities. He should be a man capable by his gifts and position not only of dealing with the internal management of the University but also of representing

¹ We have, in Section III of Chapter XXVIII and in Chapter L, para. 45, discussed this matter in greater detail.

it adequately in negotiations with the Government and with various educational bodies.

172. Recognising the extreme difficulty of creating a university of a new type we think that Government should be prepared to offer to the first Vice-Chancellor a salary of Rs. 4,000 a month, that, in addition to allowances for such travelling as may be necessary to the business of the University, a house should be assigned to him; and he should contribute 5 per cent. of his salary towards his retiring allowance, the funds of the University meeting this with an equivalent annual contribution. He should stand high in the order of precedence.

173. We are of opinion that the Vice-Chancellor of the University of Dacca should, in the first instance, be appointed by the Governor General in Council and that subsequent appointments should be made by the Chancellor of the University, after report from the Executive Council. The Dacca University Committee considered that the appointment of Vice-Chancellor should not be held permanently and that a permanent Vice-Chancellor would be likely to overshadow the Council. They suggested that the term of office should be for five years and that a Vice-Chancellor should be reappointed only for special reasons and for not more than two years at a time.¹ We are unable to accept this view, as we do not think that the terms suggested would secure for the University a man with the necessary qualifications. We should anticipate that the first Vice-Chancellor of the University might be expected to hold office for a period of not less than ten years, of which the first four or five would be devoted to pioneer work.

174. In later sections of this chapter we shall enumerate the various official duties of the Vice-Chancellor. Apart from the question of formal duties, we concur in the view of our predecessors that the Vice-Chancellor should be the head and centre of the social life of the University, and the means of bringing into touch the diverse elements of the university community with each other, and the university community with the educated community of the district of which it will form the intellectual focus.

175. *The Treasurer.*—We think it important that the University should have a Treasurer, who should be an honorary officer of the

¹ Dacca Report, pages 139-140.

University, chosen if possible from the official or non-official residents of Dacca, and in whose abilities as a financial organiser the general public and the members of the University would have full confidence. The Treasurer would of course be only required to exercise a general supervision over the funds and to advise in regard to the financial policy of the University; the routine work would be carried on by a thoroughly competent and adequately paid accountant with the necessary staff. The Treasurer should be *ex-officio* member of the Executive Council of the University and Chairman of its Finance Committee. We think the Treasurer should be appointed for a given term of office by the Chancellor, the length of such term to be prescribed by statute.

176. *The Registrar.*—The Registrar should be, under the Vice-Chancellor, the head of the University office and controller of the examinations. He should act as secretary to the principal governing bodies of the University, should conduct its official correspondence and be custodian of its records. The running of the official machinery of the University will depend mainly on his tact and capacity. We think that a salary of Rs. 1,000 per mensem would not be excessive. We regard the salary suggested by the Dacca University Committee, namely, Rs. 320 *per mensem*, as altogether insufficient to attract the kind of man necessary to carry out the responsible duties of an office of this kind.

177. *The Proctor and the University Steward.*—The Dacca University Committee proposed the appointment of a Warden, who was (1) to serve as the executive assistant of the Vice-Chancellor for the maintenance of discipline in the University outside the colleges, (2) to act as secretary to the 'Committee for Students' Affairs,' which was to deal not only with discipline outside the college precincts but also with the residence of students, university societies and the other elements of the social life of the students and their physical education and health, (3) to act as secretary to the Maintenance Committee, which was entrusted with the upkeep of buildings, grounds, roads and the lighting, water-supply, conservancy, drainage, sanitation, etc., of the university domains, and (4) to act as secretary to the Appointments Board. He was also to be responsible for the actual supervision of the examinations and the arrangements of examination halls. These duties seem to us too heavy for any single official and they are so various in kind that it would be difficult to find a man suitable to undertake

all of them. We propose therefore that they should be distributed as follows :—

- (i) The whole of the responsibility for examination arrangements (subject to the general authority of the Vice-Chancellor) should fall on the Registrar.
- (ii) The responsibilities in respect of the university buildings and estate require experience of a special kind and should be entrusted to a special officer, for whom a salary of say Rs. 500—600 a month, or possibly less, might be sufficient, though the position would be one of great confidence. We suggest as a suitable title for this officer 'University Steward.'
- (iii) The disciplinary duties might, we think, be undertaken by various professors acting in turn, say for a period of not more than two or three years. As we have assigned the title of warden to the head of a hostel we suggest that, following British precedent, the executive officer responsible under the Vice-Chancellor for the general discipline of the University should be styled Proctor. The Proctor should during the term of office receive the same special allowance as a provost, should have a trustworthy assistant or assistants, and should be required only to deal with general questions and the more serious cases of indiscipline.

178. *The Librarian.*—The University should have the services of a librarian who should be a man or woman¹ of culture skilled in the art of cataloguing and managing a library. Library organisation has been greatly developed of recent years, as the disadvantages of the unskilled management of large and growing libraries have become apparent. The Librarian would be in charge of the central library of the University and also, to an extent to be determined by experience, of the departmental libraries of which we shall speak later. The persons in charge of the libraries of halls and hostels should also be able to avail themselves of the advice and experience of the University Librarian, though he could not be expected to be responsible for the details of their

¹ In recent years a large number of capable women have devoted themselves to the systematic study of librarianship, and it would probably be easier after the war to secure a competent woman than a competent man for this post.

management. We think that a salary equal to that of a reader¹ should be offered to the Librarian.

179. We have elsewhere indicated our general views in regard to the questions of the representation of the general communal interests on university bodies, and the distinction to be drawn between legislative functions, executive functions and what may be termed the more purely academic functions; in discussing the constitution of the University of Calcutta² we shall enter into further details on these points and in order to avoid repetition we shall therefore limit here the statement of principles as far as possible. Our proposals for the University of Dacca and for the University of Calcutta though necessarily differing in detail are based on the same broad principle, *viz.*, that the University should include (1) a large body, which we call the Court, as widely representative of general interests as possible, of which the main functions would be legislative, but with supervisory powers and a certain control of the financial policy and executive which we shall define; (2) an Executive Council on which the Court and the teachers should both be represented, together with other elements; (3) an Academic Council, consisting almost entirely of teachers, for dealing with general academic matters; and (4) Faculties and Boards of Studies, also composed almost entirely of teachers, for dealing with more specialised academic matters.

180. *The Court.*—The Dacca University Committee proposed that the large body of the University which they call the Convocation (and which we call the Court) should deal only with legislative matters and questions of general principle and that it should not have power to revise orders of the Council dealing with the executive government of the University.³ But all proposed regulations and changes in regulations were to be submitted by the Council to Convocation, with power to reject, amend, or confirm them, subject to the sanction of the local Government. We have explained elsewhere that we regard it as inexpedient to ask a large non-expert body to consider the details of academic administration for which the teachers ought properly to be responsible;⁴ and no less inexpedient to ask Government to review and take the final

¹ Para. 89 (2).

² Chapter XXXVII below.

³ Dacca Report, page 133.

⁴ Chapter XXVII, paras. 32-34.

responsibilities for such decisions.¹ But we agree that major changes in university legislation should be submitted to the Court, and have proposed that all changes in 'Statutes' and 'Ordinances' should require their sanction.

181. In regard to the supervision of university finance, which in so many cases involves policy, we propose that the Court should have greater powers than those proposed by the Dacca Committee.

The Dacca Committee reported that :—

"A copy of the annual budget should be sent to all members of Convocation and at the next ensuing meeting any member should have power to move a resolution upon any of its items, and such resolution, if passed, should be referred to the Council which should be required to present a report on the subject to Convocation."²

The Committee added that it was desirable that tuition and hostel fees should come before Convocation, and they should therefore be prescribed by regulation. We agree that the annual estimates should be laid before the Court and that they should be empowered to make representations to the Council in regard to them. But we think they should also have some effective power of criticising and objecting to new expenditure; and we therefore propose that the Court should elect a Committee of Reference which would have the same powers of conferring with the Executive Council and Academic Council and of holding up items of new expenditure for the consideration and decision of the Court as those which we propose in the case of the University of Calcutta.³ But the Committee of Reference at Dacca might be smaller and include a larger proportion of representatives of Muslim interests. We suggest that it should consist of the Vice-Chancellor and Treasurer, *ex-officio*, and of 20 members of the Court of whom eight should be specially representative of Muslim interests, their mode of election to be determined by Statute. The period of office might be for five years, four members retiring annually.

182. The Dacca Committee proposed that :—

"Any member of Convocation should have liberty at any of its meetings to move a resolution on any matter germane to the welfare of the University and such resolution, if passed, should be referred to the Council for report."²

¹ Chapter XXVIII, paras. 79-80.

² Dacca Report, page 133.

³ Chapter XXXVII, paras. 36-37.

We agree with this suggestion, and in order that it should be as effective as possible we recommend that the Court should receive from the Academic and Executive Councils a full annual report on the working of the University, together with statements of accounts.

183. The Dacca Committee also recommended that :—

“Convocation should have authority to confer honorary degrees on the recommendation of the Council and subject to confirmation by the Chancellor.”¹

We agree with the general tenor of this recommendation but think that it would be more convenient that no proposal to confer honorary degrees should come before the Court except with the concurrence of the Academic Council, the Vice-Chancellor and the Chancellor. We do not think that the question of honorary degrees comes within the purview of the Executive Council.

184. We recommend that the Court should consist of the following :—

The Chancellor.

The Vice-Chancellor.

The Vice-Chancellor of the University of Calcutta (and the Vice-Chancellors of any other universities that may be created later in Bengal).

The Members of the Executive Council of the Governor of Bengal.

The Treasurer.

The Commissioner of Dacca.

The Collector of Dacca.

The Director of Public Instruction of Bengal.

The Director of Public Instruction of Assam.

The District and Sessions Judge of Dacca.

The Chairman of the Dacca Municipality.

The Inspector of Schools for the Dacca Division.

The Superintending Engineer for Dacca.

The Principal of the Dacca Medical School (or College).

The Director of Agriculture for Bengal.

The Principal of the Dacca Agricultural Farm.

The Proctor.

The Registrar.

¹ Dacca Report, page 133.

The Librarian.

The University Steward.

The Professors (including the Provosts and the Proctor) and the Readers of the University.

The Wardens of Hostels.

Such members of advisory committees of halls and hostels as have been appointed by the Executive Council.

The members of the Executive Council *ex-officio*.

Thirty graduates of the University elected by the registered graduates from their own body, of whom 15 should be Muslim graduates elected by the graduates registered as Muslim graduates, and the other fifteen should be non-Muslim graduates elected by the non-Muslim graduates. During the first six years after the commencement of the University the Chancellor should appoint half of the members in each of the two foregoing categories.

Twenty lecturers elected by the general body of lecturers of the University.

Forty members appointed by the Chancellor of whom not less than twenty should be Musalmans.¹

Not more than twenty representatives of such associations as the Chancellor may choose from time to time (each association to choose one or more representatives as the Chancellor may determine).

The Principal of the Dacca Madrassah.

The Principal of the Calcutta Madrassah.

The Principals of the Madrassahs of Chittagong and Rajshahi.

Two Head Masters of High Schools in Dacca town elected by the Head Masters of such High Schools.

The Lady Principal of the Eden High School, Dacca.

The Inspectress of Girls' Schools for the Dacca Circle.

The Principals of all the Intermediate Colleges in Dacca.

Two representatives of Intermediate Colleges in Dacca Division elected by the Principals of all the Intermediate Colleges in the Division.

¹ Dr. Zia-ud-din Ahmad wishes to note that the Musalmans of Bengal desire that at least 50 per cent. of the non-European members of the Court should be Musalmans; and that the nominating power of the Chancellor under this clause should be so exercised as to secure this result, should it not have been attained under other clauses.

Four representatives of secondary education in Dacca Division, appointed by the Chancellor.

Donors of Rs. 10,000 and of less than Rs. 50,000 to be members for five years, donors of Rs. 50,000 or more to be life members.

185. In order to create the first register of graduates we propose that during the first five years after the foundation of the University all students who have taken their degrees from the Dacca and Jagannath Colleges and the Dacca Training College should have the right of admission to *ad eundem* degrees and should be given the electoral privileges of graduates of the Dacca University; and we think that only a small fee, if any, should be charged for their enrolment.¹ We would also recommend that other graduates of the Calcutta University be admitted to *ad eundem* degrees at Dacca with the same electoral privileges subject to the following provisos :—

- (1) that they are resident in the town of Dacca or in such of their districts of Eastern Bengal as may be determined by statute, and have been resident therein for three years continuously ;
- (2) that they apply for admission within three years of the foundation of the Dacca University ;
- (3) that they pay the necessary fee to have their names placed on the electoral roll for the Court.

186. We recommend that all Dacca graduates of three years standing should be entitled to have their names placed on the electoral roll. We agree with the Dacca University Committee that the graduation fee should be made to include a first annual fee of Rs. 5 for enrolment on the register ; and we think that the subsequent annual fee payable by a candidate for his name to be maintained on the register should also be Rs. 5 and that no further fee should be payable by a graduate who has paid such annual fee for 10 years continuously ; we recommend that graduates should be allowed to pay a composition fee of Rs. 20. The Dacca Committee recommended a composition fee of Rs. 40.

187. It will be seen that we have assigned to the graduates of Dacca University a considerable representation on the University Court ; but we think it would be inadvisable to constitute the

¹ Dacca Report, page 132.

graduates into an organised body for any other purposes connected with the administration of the University. On the other hand, we hope that the co-operation of old students may be enlisted for social purposes and for assisting the University by the foundation of new chairs and of scholarships for poor students and donations for the library and for any other university purposes of this kind.

188. *The Executive Council.*—We recommend that the Executive Council of the University should consist of the following :—

- (1) The Vice-Chancellor, to be Chairman, *ex-officio*.
- (2) The Treasurer.
- (3) The Commissioner of the Dacca Division or, if his services are not available, the Collector of Dacca.
- (4) to (7). Four persons appointed by the Chancellor, of whom two shall be Musalmans and of whom one at least shall be a teacher of the University.
- (8) to (11). Four persons elected by the Court, two of these being elected by the Muslim members of the Court who have registered themselves as Musalmans from among their own number and two by the members of the Court who have not so registered themselves from among their own number.
- ¹(12) to (14). One representative of each Faculty being a member of the Faculty elected by the Academic Council.
- (15) to (18). The Provosts of the Halls, *ex-officio*, subject to the proviso that not more than four Provosts shall serve on the Executive Council at any time and that if there are at any time more than four such officers, the period of office shall be four years and the Provosts shall serve on the Executive Council in rotation.
- (19) One Warden of a private hall or hostel elected by the whole body of Provosts and Wardens to serve for a period of (say) three years.

Except as provided above the term of all members other than *ex-officio* members should be four years and as nearly as possible half the members should retire every two years.

¹ This number would of course be increased if and when new Faculties are added to the Faculties of Arts, Science and Law.

189. The powers of the Executive Council should be the same *mutatis mutandis* as those of the Executive Council of Calcutta¹ except in regard to one point. We propose in the case of Calcutta that the Executive Council should elect their own chairman, especially in view of the fact that much of the business may be controversial and that the Vice-Chancellor will be freer in discussion if he is not in the chair. In Dacca the case is different; the scale of the University is smaller; being a uni-collegiate university, the interests involved will be less conflicting; and it would be much more difficult in Dacca than in Calcutta to find from the outside a chairman with the leisure and the ability requisite to occupy this difficult post. It is on these grounds that we recommend that the Vice-Chancellor of the University of Dacca should act as Chairman of the Executive Council.

190. *The Academic Council.*—We recommend that the Academic Council should consist of—

- (a) The Vice-Chancellor, to act *ex-officio* as Chairman.
- (b) The Deans of the Faculties.
- (c) The Provosts of the Halls.
- (d) The Professors of the University.
- (e) Not less than three Readers of the University appointed by the whole body of Readers subject to the condition that not more than one Reader belonging to the same Faculty shall be appointed under this category to serve at the same time.²
- (f) Not more than two Lecturers appointed by the whole body of Lecturers.
- (g) A number of representatives appointed by the Wardens of hostels from among their own body, to be determined by statute from time to time.
- (h) A number of persons to be appointed to represent professional experience in the Faculty of Law (and in other professional faculties such as medicine and engineering, if and when such faculties are created), such appointments to be made by the Chancellor after report from the Executive Council and not to exceed two in respect of any Faculty.

¹ Chapter XXXVII, paras. 39-47.

² Readers belonging to two or more Faculties should elect to which Faculty they will belong for this purpose.

- (i) Other persons, not exceeding one-tenth of the persons in the foregoing categories, to be co-opted by the Academic Council from persons belonging to the teaching profession and being members of the staff either of the University of Dacca, or of an Intermediate College in the Dacca Division, or of the Dacca Madrassah. If categories (a) to (f) do not include a sufficient number of Musalmans to make up one-fourth of the whole Council, the Council to be required to fill up the vacancies under this clause as they occur so as to make the number of Muslim members as nearly as possible up to the fraction prescribed.

191. The powers of the Academic Council should be the same *mutatis mutandis* as those of the Academic Council of the University of Calcutta.¹

192. *The Faculties.*—There should be faculties in arts, science, and law and such other faculties as may be created in accordance with the constitution of the University. The general provisions relating to the constitution of the powers and constitution of faculties should be *mutatis mutandis* the same as those recommended for Calcutta, (it being noted that there will be no ‘college-teachers’ in Dacca).²

193. *Boards of Studies.*—There should be boards of studies appointed by faculties or by groups of faculties in such subjects and in such groups of cognate subjects as the Academic Council may from time to time determine. Provision should be made for the meeting of two or more boards jointly either of their own motion or by the direction of the relevant faculties, or of the Academic Council or the Executive Council. Boards of studies should have such powers as may be determined from time to time by regulation.

The personnel of the relevant department or departments of studies should have elected representatives on each board of studies.

194. *Other Boards and Committees of the University.*—The University should have the power to institute boards and committees under conditions to be defined by statute or ordinance from time

¹ Chapter XXXVII, Section VII.

² *Ibid*, Section VIII.

to time. There should be instituted, from the first, the boards and committees named in paragraphs. 195-198 below.

195. *Muslim Advisory Board*.—We feel that it is of great importance that Muslim opinion should be assured that the interests and convictions of Muslim students will be carefully safeguarded in the University with due regard to the claims of other communities. We propose that (as at Calcutta)¹ there should be an Advisory Board on matters affecting the interests of Muslim students, and that the Board should consist of seven members appointed by the Chancellor from among those members of the Court who shall register themselves as Musalmans, three of these being Muslim teaching members of the university staff, and that the Board should have power to co-opt two members not necessarily belonging to either of the above-named categories.

196. *Residence, Health and Discipline Board*.—There should be an Advisory Board for Residence, Health and Discipline, appointed by the Executive Council, including, among other members, the Proctor, all the Provosts of Halls and all the Wardens of Hostels, one or more medical men, the Director of Physical Education, and three members of the teaching staff² (one to be a Hindu, and one, a Musalman). The general duties of the Board should be prescribed by ordinance; and the Board should consider any special matters affecting the residence, health and discipline of students referred to it for advice by the Vice-Chancellor, the Executive Council or the Academic Council.

197. *Examinations Board*.—There should be a Board whose duty it would be to report periodically to the Senate and Council on the working, standards and statistics of the university examinations.³

198. *Finance Committee and other committees*.—The Executive Council should appoint a Finance Committee of which the Treasurer would be Chairman. We think there should also be a Buildings and Estates Committee, an Appointments Committee (or Board) appointed jointly by the Executive Council and the Academic Council,⁴ and a Library Committee appointed by the Academic

¹ Chapter XXXVII, paras. 86 and 87.

² The Board would correspond approximately to the 'Committee for Students' Affairs' of the Dacca Committee, Dacca Report, page 123.

³ Chapters XXXVII, para. 88, and XL, Section II.

⁴ Dacca Report, page 139.

Council which should have the power of spending funds allotted to it in the annual estimates. Both the Executive Council and the Academic Council should have a limited power of appointing persons not members of their own bodies as members of their committees (other than the Finance Committee).

VI.—The scholarship system.

199. We endorse generally the recommendations of the Dacca University Committee both in regard to undergraduate scholarships and to research studentships.¹ We are disposed to think however that the amount proposed for stipends for poor Muslim students, viz., Rs. 300 a month, should, as suggested in an official document communicated to us, be raised to Rs. 500 a month and similarly that the stipends for other backward classes be raised from Rs. 40 to Rs. 80 a month. This increase is the more necessary because we are opposed in general to poor students living in the town, with persons other than their families or natural guardians, in return for tuition or other services rendered. The proportion of Muslim students provided for by Government free studentships should not exceed 15 per cent of the whole number of such students, but Muslim students holding scholarships should not be included in this proportion. We look forward to donations from the Muslim community to provide further assistance for the poor Muslim students if this should be needed; and we hope that the Hindu community will also make donations to the University for a corresponding purpose. We think the award of the free studentships and free places in hostels should be entrusted to the provost of the hall to which they are attached. We have suggested in paragraph 155 above that the tuition fees for all the halls should be the same, in view of the equality of educational facilities offered to all students under our scheme; and that as this involves the raising of the fees for the Muslim and Jagannath Halls by Rs. 2 a month, the sum thus accruing should be spent in additional stipends for the poorer students.

VII.—Discipline, Social Life and Physical Training.

200. We are in general agreement with the principles laid down in the chapter on discipline in the report of the Dacca University

¹ Dacca Report, pages 66-69 and 41-42.

Committee.¹ The responsibility for the maintenance of discipline within a hall should rest primarily with the provost, whose orders should be final except in the case of an offence involving suspension or expulsion.

201. The Vice-Chancellor should have the power of suspending temporarily, at his discretion, any offending student. The power of expunging the name of a student from the roll of the University or of imposing upon him the penalty of degradation in his academic standing and courses should be vested in the Executive Council, acting after report from the Academic Council, after consideration by the latter of a report from the Residence, Health and Discipline Board.²

202. The university teachers should exercise ordinary powers of discipline in class rooms and laboratories and should, if necessary, report any grave cases of misconduct to the provost of the hall or warden of the hostel concerned through the head of the department of which the teacher is a member. Any case of difference of opinion, as between the teacher or the head of the department concerned, and the head of the hall or hostel of which the student is a member, should be referred to the Vice-Chancellor for his decision. As we have suggested, the general control of conduct in the University outside halls, hostels, class-rooms and laboratories, should be exercised by the Proctor, acting as executive assistant to the Vice-Chancellor.³ All complaints of misconduct by or towards students in the places under the authority of the Proctor should be made to him, and he should have power to punish students by fine, informing the authorities of the hall or hostel in each case, and reporting all punishments periodically to the Vice-Chancellor and the Residence, Health and Discipline Board. Grave offences should be reported to the head of the hall or hostel and should in general be dealt with by him. Serious differences of opinion between the proctor and a provost or warden should be dealt with by the Vice-Chancellor, who should be at liberty to ask for a report, if he thought it desirable, from the Residence, Health and Discipline Board but should take the ultimate responsibility for the decision in such a case. In general the responsibility for university discipline should rest with the Vice-

¹ Chapter XIV.

² Para. 196 above.

³ Para. 177 above.

Chancellor, to whom the Health, Residence and Discipline Board should act as an advisory body in cases referred to them by the Vice-Chancellor.

203. We have outlined above a scheme which we think will be workable and which we believe to be sound generally ; but it will be for the University to make such regulations in regard to minor matters as it thinks fit. The chief point to be borne in mind is that the lecturers should have authority in their class-rooms, the provosts or wardens in the halls or hostels, as the case may be, and the Proctor in University precincts outside the places named, subject always to the general authority of the Vice-Chancellor, or of the Executive Council, where the gravest offences are concerned.

204. *Social Life and Games.*—In this matter, as in the case of discipline, we find ourselves in general agreement with the Dacca University Committee.¹ The social side of a residential university plays a most important part in the education of the students for life in the larger world outside. But it is an essential element of that organisation that the students themselves should be largely responsible for it. At the same time we think that the presence of the various teachers in the hall and university societies and in the athletic clubs will be of great help to their activities. It has been suggested to us that all societies ought to be presided over by a member of the university staff. We think it will be sufficient to provide that the establishment and regulation of all societies connected with halls and hostels should be subject to the approval of the provost or warden concerned as the case may be, and that the regulations for all university societies and clubs should be subject to the approval both of the Residence, Health and Discipline Board and of the Vice-Chancellor. Games should be liberally encouraged and we think that the competition between the games clubs of various halls and hostels will lead to a stimulating and healthy rivalry as is the case in the English public schools and universities and has been found to be the case at Aligarh.

205. We warmly endorse the proposal for the foundation of a university union on the lines of those at Oxford and Cambridge, as a general social centre for student life ; and we think, with the Dacca University Committee, that all members of the teaching

¹ Dacca Report Chapter XVI.

staff and all the students should belong to it. We saw an admirable institution of this kind at the recently founded University of Mysore. We also approve the proposal to establish a professors' club.¹

206. *Physical training*.—We warmly concur in and lay very great stress on the recommendations of the Dacca University Committee on general physical training²—a subject with which we also deal in Chapters XIX and XXXIX. The extensive playing-fields near the University and its halls will give the students and the members of the staff every opportunity for outdoor recreation and for organised games, both Indian and European; a large and well-equipped gymnasium should be provided; a running track could be laid out round the football ground; and a sufficient number of the tanks on the estate can be made suitable for swimming. In the facilities which it can offer for the athletic side of corporate life of the University Dacca is highly favoured. We agree with the Dacca Committee in thinking that besides the games there should be systematic physical training for all students;³ and that this physical training should be under the supervision of a director of physical education who should rank as a professor of the University. In order that the course of physical training should be adjusted to the needs of each individual it would be necessary for every student to undergo an examination in respect of physical fitness on entrance and periodically thereafter so that a record may be kept of his physical development. Therapeutic exercises could then be prescribed for students needing special care, by the director of physical education. As the arrangement we propose, though frequent in American universities, and already planned at the Hindu University at Benares, has not hitherto been introduced in Bengal, we recommend that it be left to the discretion of the Executive Council to decide when and in what degree the physical examination should be made compulsory at Dacca. But we hope that the many advantages which follow from systematic training and medical advice will lead the university authorities to feel that they can carry public opinion with them in introducing the system in its entirety from the first.

¹ Dacca Report, page 83.

² *Ibid.*, Chapter XV.

³ An exemption might be granted to students who take an active part in games and are certified as being physically fit.

VIII.—Entrance qualification for admission to the University.

207. We have in Chapters XXXI and XXXII recommended radical changes in regard to the conditions of admission to universities in Bengal and have suggested that the standard of admission should be approximately the standard of the present intermediate examination. We have further proposed that a Board for Secondary and Intermediate Education should be set up on which the Department of Public Instruction, and the universities of Bengal and other public bodies would be strongly represented and that the conduct both of the examination corresponding to the present matriculation examination, and of the examination corresponding to the present intermediate examination, and the recognition of schools in connexion with these examinations, should be entrusted to this Board. If this scheme is carried out it will prevent all friction or overlapping in connexion with the questions of matriculation or entrance examinations, and the recognition of schools, as between the University of Calcutta and the University of Dacca.

208. It may take some time to bring the new scheme into working order and meanwhile a practical solution of the obvious difficulties of the situation must be found. The Dacca University Committee in their report said¹ :—

“Although we should have been glad if we could have recommended a practical scheme whereby the Dacca University might take over part of the work of examination, we consider that, for the present at any rate, the matriculation certificate of Calcutta must remain the sole general entrance qualification for the two universities. We do not, however, desire that this decision should be regarded as final; the matter might well be reconsidered after experience has been gained of the working of the new University. We also recommend that the inspection and recognition of schools in the town of Dacca, which will stand in a specially close relationship to the Dacca University, should lie with that University instead of with the University of Calcutta.”

We think that, pending the establishment of the Secondary and Intermediate Board, the Dacca University should have the right to prescribe its own tests for admission.² It is perfectly obvious that it will be in its interests at first to accept the Calcutta matriculation and intermediate tests, as it will cater for students

¹ Dacca Report, page 22.

² Cf. evidence of Mr. T. T. Williams, and of Dr. Nares Chandra Sen Gupta, who shares the view that the schools should be controlled not by the University but by a special ‘Board of Education.’

over a large area of Eastern Bengal and it would not be in a position to set up machinery for the conduct of examinations in a large number of places in the first years of existence. But we feel so strongly that the recognition and inspection of schools is not a matter for universities alone to deal with, that we are unable to accept the suggestion that the Dacca University should, even during the transitional period, inspect and recognise the schools in the town of Dacca, many of whose students may wish to go to the University of Calcutta. We prefer that the *status quo* should be maintained during the transitional period. It is impossible, as Mr. Sharp points out, to demarcate portions of the Presidency as watertight compartments in respect of the standard of instruction in secondary schools or qualifications for admission to a university.¹

209. We hope that the transitional period will be short. During that period, if the University of Dacca sets up its own entrance test, it will be open to it to rely solely on that test, or to accept in combination with that test a certificate of attendance from a school recognised by the University of Calcutta.

210. As soon as the intermediate teaching is split off from the University and the entrance standard raised to the standard of the intermediate examination, the Dacca University will be relieved of the difficulties in question and will only have to consider under what conditions it will accept the passing of the examination at the end of the intermediate course as its entrance qualification.

IX.—*Transitional arrangements.*

211. *Intermediate teaching.*—We are of opinion that adequate and separate accommodation for intermediate classes should be provided immediately upon the initiation of the Dacca University, although this should not preclude special classes for intermediate students being held in the university buildings and laboratories as a temporary arrangement. We have dealt with the question of the examination of such students in the foregoing section.

212. We regard it as a necessary part of the scheme that a special intermediate college should be provided for Muslim students to take the place of the intermediate classes of the Muslim

¹ Question 4.

college originally proposed; and suitable hostel accommodation should form an important feature of such a college.

213. We think that it would be seriously prejudicial to the development of the Dacca University on right lines if the obligation of teaching intermediate students were imposed on the ordinary staff of university teachers. The present position of affairs makes it specially easy for Government to deal with this matter, as the only college on the university site, Dacca College, is a Government institution and provision might be made forthwith for the transfer of the intermediate students from Dacca College to an intermediate college. But we think it advisable to limit our recommendations to the broad proposals made above, leaving it to Government to work out the details of the intermediate college scheme. The establishment of the colleges will no doubt necessitate the transfer of a certain number of teachers from Dacca College to the intermediate colleges. We have indicated elsewhere our opinion of the important and new functions which these colleges will fulfil and of the great educational opportunities which they will offer to their staffs. We have specially referred in paragraphs 100 and 108 above to the necessity for making or continuing provision for the intermediate education of students who have passed the final examination of the senior madrassahs.

214. *Admission to the University.*—The question of admission to the University has been dealt with in paragraphs 207-210 above.

215. *Privileges of students at present reading for Calcutta degrees.*—Provision should be made either in the Dacca University Act or in the Calcutta University Act for allowing all students of the Dacca College and, if necessary, of the Jagannath College, to complete their courses for Calcutta University degrees without being liable to any disability through changes made by these Acts. This will entail some temporary inconvenience on the Dacca University, as it will be obliged for some time to provide courses in accordance with the Calcutta curriculum. We think, however, that the period during which the provision of such courses is imposed on the Dacca University should be reduced to a minimum by exempting Dacca students who have presented themselves for the Calcutta examinations, and have failed, from the requirement to attend any further courses before re-presenting themselves again for the Calcutta examinations. We do not consider that the University of Calcutta would suffer materially by an exemption of this kind,

affecting a comparatively small number of students ; and we think that the students themselves who wish to attend further courses would probably find in the University of Dacca courses that would meet at any rate the greater part of their needs. A student who has already attended a two years' university course in a given subject ought not to feel it any hardship if he is required to study such a portion of the curriculum as a new set-book by himself. In the last resort it would always be possible for such students, if they so desired, to seek accommodation in university centres other than Dacca.

216. *First appointments to the teaching staff.*¹—The method of appointment of teachers which we advocate implies the pre-existence of academic bodies in which the teachers themselves will play a considerable part ; it is therefore not applicable to the first appointments. We recommend that these should be made by the Government of Bengal acting on the joint advice of the first Vice-Chancellor (who would be appointed by the Government of India)² and of the Director of Public Instruction. They will naturally review the teaching resources available in Dacca and elsewhere in Bengal. But we think the Vice-Chancellor would be well advised at an early stage to visit the other Indian universities and their principal colleges so as to get a knowledge of the personnel available in India for staffing the new University. This would be especially necessary for the purpose of selecting Muslim teachers, of whom there are comparatively few in Bengal. The Government would no doubt, in so far as it was necessary, lend or transfer to the University the existing members of the educational services selected for appointment ; and we think such members of those services should, on transference to the service of the University, have the option of being transferred either on loan or permanently.³

The special importance of making good appointments in the first instance will be obvious ; the abler the staff first selected, the easier it will be to secure other able teachers to join them. We suggest that the major appointments, those of heads or acting heads of departments, should, as a rule, first be made ; and that the teachers so appointed should be consulted, as far as possible, before the

¹ Paras. 52-59 and Sections III and IV above.

² Paras. 171-174 above.

³ Compare Chapter XXXIV, paras. 163-164.

junior appointments are made in their respective departments. In order to carry on the work now undertaken by the Dacca College and the Jagannath College a certain number of temporary appointments may be necessary. But we think it should be possible within a few months after the appointment of the Vice-Chancellor to constitute a teaching staff for the University in all the Faculties to be established in the first instance. While it may be necessary to make some appointments in England in the mode suggested in paragraph 59 above, this should not be allowed to delay the constitution of the university bodies.

217. *Constitution of the first university bodies.*—The first constitution of the University of Dacca will not, in view of its comparative simplicity, require the setting up of an Executive Commission of the kind which has been recommended in the case of Calcutta.¹ The whole of the university bodies, Court, Executive Council, Academic Council, Faculties, and Boards of Studies, can be constituted shortly after the nucleus of the teaching staff has been appointed by the Government of Bengal. It will probably be necessary, however, to provide in the University Act that the statutes relating to the appointment and powers of the Vice-Chancellor and of his administrative staff shall come into operation as from the commencement of the Act, and the rest of the statutes as from an appointed day, to be fixed by the Government of Bengal, after consultation with the Vice-Chancellor. The first business of the new bodies will be to draft ordinances prescribing the courses and curriculum for the future. We have explained above that, in view of the fact that the course for the Department of Islamic Studies is part of a larger scheme settled after long discussion, it must be adhered to in its main lines in the first instance, any change being a matter of development; but in general we think the courses should not be prescribed beforehand for the new University. We differ from the Dacca University Committee on this point; but we hold that the university teachers first appointed should take the primary responsibility in framing their own courses, though we have no doubt that they will give due consideration to the detailed recommendations of the Committee in regard to these matters. As we have shown in paragraph 215 above, it will be necessary during a transitional period for the Dacca University to provide teaching

¹ Chapter XXXVII, paras. 43, and 91-95.

in accordance with the Calcutta syllabuses, and it may be necessary to set up provisional ordinances for this period. But these are questions for the University itself to settle.

X.—Limits of University jurisdiction. Relations of Dacca with other universities. Dacca Educational Joint Committee.

218. We have dealt in a separate chapter with the question of university jurisdiction over schools and have suggested that a university is not a proper body to exercise such jurisdiction alone. We recommend that Dacca University (as well as, of course, the University of Calcutta) should receive adequate representation on the Secondary and Intermediate Board in Bengal of which we propose the creation and to which the jurisdiction over secondary education and intermediate colleges should be transferred.¹

219. The Dacca University Committee reported that they were instructed that the University of Dacca should be a "self-contained organism unconnected with any colleges outside the limits of the city."² While in agreement with the general principle that the University of Dacca should not be connected with distant colleges, we think that the city limits proposed are rather too narrow, especially as the Government Agricultural Farm, which is outside these limits might, as we have suggested, be associated in future with a university agricultural college; and as a technical college in connexion with the University might also possibly be established with advantage at some future time at Narainganj. In a draft Bill which has been submitted to us the University is limited to a circle with a radius of twelve miles from the Council House of the University, which would include Narainganj. We certainly do not think the university area should be extended beyond the radius of five miles from the Council House, except for the purpose of including a technical college such as the proposed agricultural college or a technical college of another character at Narainganj. On the other hand there is no reason why non-resident students should not come daily from a further distance to attend the university classes if there is a convenient means of transit.

220. The limitation of the University of Dacca to a given area does not in itself imply that it should have exclusive privileges

¹ Chapters XXXI and XXXII.

² Dacca Report, page 13.

within that area. The section of the draft Act to which we have referred above would, however, confer such exclusive privileges; it is modelled on Section 11 of the Patna University Act, which reads as follows :—

“Notwithstanding anything in any other law for the time being in force, no University in British India other than the Patna University shall, after the commencement of this Act, admit any educational institution in the province of Bihar and Orissa to any privileges whatever, and any such privileges granted by any such other University to any educational institution in that province prior to the commencement of this Act, shall be deemed to be withdrawn on the commencement of this Act.”

A clause of this kind, if made applicable to the Dacca area, would, in our opinion, go too far, for it would exclude many possibilities of fruitful co-operation between the University of Dacca and other universities.

221. We think it highly desirable that various Indian universities should co-operate and permit of the migration of students under strictly defined conditions from one university to the other. Thus it might be advisable that the University of Calcutta and the University of Dacca should co-operate in respect of departments such as Oriental studies, law or medicine or agriculture, to quote only a few examples. No doubt migration would ordinarily be rare in the case of undergraduate students; but it should be encouraged in the case of post-graduate work. There is no reason why a student who has taken a first degree in the University of Dacca should not be permitted to go for post-graduate work, and especially work involving original investigation, to be pursued under the direction of a distinguished professor say of Calcutta, Patna or Bombay. Conversely, there is no reason why a student who has taken a first degree at another Indian university should not pursue his higher studies under the direction of the distinguished professors for whom we hope Dacca will provide a home. We think the parochial view of university activities is to be deprecated.

On the other hand, the object of the clause proposed for Dacca and of the corresponding clause in the Patna Act is plain; there would clearly be many possibilities of difficulty if a college of an affiliating university were allowed to enter into direct and independent relations with another university. But all such difficulties would be obviated by providing that no arrangements should be made between institutions affiliated to different universities except

with the sanction of the university authorities and in accordance with general conditions prescribed by statutes, requiring the sanction of the local Governments.¹

222. We think again that the use of statutes should be sufficient to protect the new University of Dacca from any unfair competition in the area to which its activities are limited. It should be provided in the legislation regulating university institutions in Bengal that no university privileges should be conferred by any university for the first time on any institution otherwise than by a university statute, such statute being an instrument requiring the consideration and consent of the local Government in order to be valid. The local Government would not, we may feel sure, sanction the conferment of university privileges on any institution within the Dacca area and not connected with the Dacca University, without very good reason. But we think it not inconceivable that in an important centre like Dacca, and in course of time, such good reason might arise, and that some specialised technical institution of university rank, not connected with Dacca University, might be established within the Dacca area without any risk of injury to the University of Dacca. We are of opinion therefore that the terms of the University of Dacca Act ought not definitely to preclude the creation of such an institution.

223. While we think that the Dacca University should be protected especially in its early days from undue competition, we cannot go so far as Mr. Archbold, formerly Principal of Dacca College and now Principal of Muir College, Allahabad, who suggested that the jurisdiction of Dacca should be extended over a given area, for a limited period, say ten years, in the sense that students within that area should be admitted only to the University of Dacca and not to university institutions outside that area. We should regard the scheme for the University of Dacca as a failure if the University is not made strong enough from the first to dispense with such protection. We think that it would be disadvantageous both for the University, and for individual students in the Dacca area, whose university studies could be more fitly pursued elsewhere. We sincerely hope that Dacca, like Calcutta, will attract students from the whole of Bengal, and even from other provinces. It is a part of the liberal education which a successful university affords

to its students that it enables them to mix with many others who vary in training, origin and experience.

224. *Dacca Educational Joint Committee.*—We think that it would probably be useful for the co-ordination of the educational activities in the Dacca district if an informal Joint Committee were set up, including representatives of the University, the intermediate colleges, the high English schools and the Dacca Madrassah. Such a committee has been found of use elsewhere. Its functions should be informal, and it should only meet as occasion required. It would be helpful in organising public lectures, and educational conferences on matters concerning the district, and in settling any conflicts of interest or jurisdiction that might arise between the different institutions concerned. We think such a committee might consist of (say) 12 persons, of whom the University would nominate about half; and that the Vice-Chancellor should act as chairman.

XI.—Land, buildings, etc.

225. *Land, buildings, etc.*—We recommend that the Government should transfer to the authorities of the Dacca University by the Act creating the University such lands and buildings as it may think necessary for the inauguration and immediate and adequate development of the work of the University, further transfers of lands and buildings to be made thereafter as occasion required. If Government think it inadvisable to transfer such real property to the University they might continue to hold it or transfer it to a body of trustees appointed by them.

226. An experienced officer should be attached on loan to the University, at any rate during the initial period of transition and reconstruction, in order to help and advise the University with regard to estate management, maintenance of the establishment, and such structural changes as may be required. We entertain the hope that the Government will instruct its architect and, if necessary, the staff of the Public Works Department to assist the university authorities, so far as this may be found necessary, provided that the university authorities should later have discretion to establish their own works department and to put out contracts for structural works and repairs out of the funds at their disposal. We are disposed to think that a works department would be advantageous at any rate for dealing with the minor

repairs and construction which are always required in the case of a large estate and buildings of the kind which the University will occupy. It will of course be necessary to include in the university grant a sufficient amount to provide for the upkeep of the buildings and the estate.

227. The Dacca University Committee pointed out that, according to their scheme, the University would be practically self-contained in so far as ordinary municipal services (except water supply) are concerned and recommended that an arrangement should be made whereby the University would be excluded from the municipal administration of Dacca and permitted to manage its own internal affairs at its own expense. We have not examined this matter in detail, as it is one of local finance rather than of academic administration. We see no objection to the proposal if it is regarded as feasible and convenient.¹ We have not gone into the question of sewage or lighting. But we understand that since the Dacca Committee framed their report, Government have entered into a contract for the provision of lighting on the Ramna by a private firm; and this fact will have to be taken into account in revising the estimates both for capital and recurrent expenditure.

228. *Allocation of existing buildings on the Ramna.*—We have seen various proposals regarding the distribution of the present buildings and the erection of new buildings on the Ramna for various university purposes but we do not feel that it would be profitable for us to criticise these proposals in detail at the present juncture.² As we have pointed out in paragraphs 30-35, 95 and 137 above our general policy is to provide centralised accommodation for the bulk of the teaching, although a large room and rooms for tutorial work must be provided in each of the halls. Our inquiries in regard to this matter at Dacca were mainly intended to ascertain whether the buildings on the Ramna site were sufficient to enable the university work to be started immediately; we are satisfied on this head; and we recommend that the distribution of the buildings for various purposes should be entrusted to the Vice-Chancellor and the Executive Council of

¹ Dacca Report, pages 150-151.

² Mr. T. T. Williams in his answer to Question 4, section (vi), has made some interesting and valuable suggestions on this subject, and on the location of the playing-fields.

the University. We limit our more detailed expression of opinion in regard to buildings to the following points :—

- (1) Accommodation should be provided at the earliest possible date for a physics laboratory, leaving the chemical laboratory free to occupy the whole of the building now assigned to physics and chemistry jointly. The present Engineering School might be utilised for physics, though the buildings would need some alteration and expansion for this purpose. If this suggestion is adopted, a large lecture theatre, available for the largest classes of both the physics and the chemistry departments and for public lectures should be erected on land between the two departments.
- (2) Provision should be made for a zoological, a botanical and, if possible, a physiological laboratory. The plinth designed for a physics laboratory might be utilised for these buildings.
- (3) The Government House building is unsuitable for the residence of the Vice-Chancellor, as it would involve an excessive expenditure for its upkeep. The front portion might perhaps be best used for the university library, certain rooms being also used as 'seminar' rooms;¹ and the back portion for offices.
- (4) The Dacca College might be utilised for arts lectures. The upper portions of the wings might be completed and the building could be extended as necessity therefor arises.
- (5) The two wings of the Old Secretariat might be used for the teaching of Islamic studies, and law, respectively. The central portion of the Secretariat (now a Muslim hostel) should form part of the Muslim Hall. Two more blocks could be built for this Hall immediately behind the Secretariat and in close proximity to the present Muslim dining hall.
- (6) The Jagannath Hall will require new buildings. The buildings originally designed for a stable might perhaps be converted without great expense into one of the 'houses' of this Hall, or into a hostel for law students.²

¹ Para. 97 above.

² See also (7) below.

- (7) We have pointed out in paragraph 144 above, that a fourth hall may be needed at the inception of the University. We suggest as a plan for this hall the plan of the Minto Circle at Aligarh College¹ though the buildings should be less expensive and might be constructed on the same lines as those of the Rangpur hostels. If the Jagannath Hall is built without utilising the stables, it might also be constructed in the same way.
- (8) As suggested in paragraph 132 above, the Training College and the demonstration school attached to it should be built on the Ramna site.
- (9) A number of bungalows will be required for the senior staff, and of family houses with full Indian comforts for Indian members of the staff. We lay great stress on the provision of residential accommodation for the staff, close to the halls to which they will be attached. We regard such provision as a necessary feature in the organisation of a residential university.
- (10) A university union building, and accommodation for a professors' club, should be provided at the inception of the University.²
- (11) We have expressed the view that new buildings should be provided for the engineering school and made certain suggestions on this point.³
- (12) We find it impossible to submit estimates of the expenditure required for buildings on the Ramna. Full estimates were submitted by the Dacca Committee for the buildings which they proposed; but these will need revision in view of the increased cost of construction. We think the Dacca Committee's estimates provided for buildings of a somewhat more elaborate character in some respects than are necessary.

XII.—Finance.

229. Our new proposals affect finance mainly in two ways, (1) by the limitation of the University to post-intermediate teaching ;

¹ See para. 137 above, footnote 2.

² Para. 205 above.

³ Para. 125 above.

in a single session. The purchase of complete sets of important periodical publications can often only be effected as opportunity offers, and the University will need money in hand for this purpose.

We have discussed the details of the recurrent expenditure in a memorandum printed in the volume of appendices to this report. We estimate the total increase in recurring expenditure at Dacca which will be needed at the inception of the University at about Rs. 5,94,000 if there are 1,500 students; at about Rs. 6,75,000 if there are 2,000 students.

XIII.—Conclusion.

230. To sum up, our objects and aims in regard to Dacca University do not differ from those adopted by Government at the inception of the scheme. The Government of India desired that Dacca should be a model university of a type new to the Presidency and to India. We hope that it will serve as such. Certainly in no other place in Bengal outside the metropolis are there greater opportunities for establishing a university which may serve as an example; and in some ways Dacca has even greater opportunities than those of Calcutta itself. The group of noble buildings, libraries and laboratories, the green playing fields with great spaces around them, uncramped by the crowded areas of a metropolis, will give to the young students of Bengāl enviable opportunities to know the happy yet strenuous life enjoyed by so many university students in the 'island-universities' of the West. Dacca will be a small university compared to Calcutta, but it is to be remembered that many of the greatest of university teachers have lived and worked in universities beside which Dacca will be large; and in many ways the opportunities of Dacca will be unique. We hope that it will serve as a new home for the study of that Arabic philosophy and science which gave fresh intellectual life to Europe during the middle ages; that Sanskrit studies will find a worthy and equal place alongside Islamic studies; and that in this quiet intellectual centre in the great plains and waters Eastern Bengal, and in touch with a historic city, there may spring up a fresh synthesis of eastern and western studies. These are the possibilities of Dacca. It will lie with the men who control the University to turn those possibilities into realities.

(2) by the substitution throughout of a university organisation of teaching for the mixed university and college organisation proposed by the Dacca University Committee. It will be only right that the initial cost of the intermediate colleges and of the necessary hostels connected with them at Dacca should be partly paid for out of the capital fund originally allotted to the Dacca University scheme, of which the intermediate teaching formed an integral part. But we have proposed that the intermediate teaching throughout Bengal should be placed on a new and more efficient basis, involving additional cost; and it would perhaps be fair that a portion, at any rate, of the increased capital charges incurred at Dacca for this teaching should be derived from the sums to be granted for intermediate colleges throughout Bengal as a whole. The substitution of university teaching for college teaching mainly affects the arts side; in respect of salaries the change will be more likely to increase the efficiency rather than to diminish the cost, as the Dacca University Committee proposed that the teaching even for the B.A. pass, though collegiate, should be organised on an inter-collegiate basis, no doubt with a view to avoid unnecessary duplication of higher posts. But in respect of capital expenditure for class rooms, libraries and equipment, and recurrent expenditure for their maintenance there should be a real saving. A university organisation of class-rooms and libraries should be more economical than the organisation of a number of colleges as separate teaching institutions.

The chief item for which we have proposed an increase in expenditure is the library.¹ We consider the maintenance of an adequate university library kept up-to-date as essential to a first class university. On the other hand there should be some saving on the separate libraries for the colleges, though we think that any undue economy in this direction would be a mistake.

We do not submit any estimate of capital expenditure for buildings and general equipment for reasons indicated in the preceding section. But we think a capital grant of not less than 1 lakh should be made for the library to place it on a suitable basis for a university, apart from the recurring grants. The establishment of new departments renders such expenditure indispensable although we do not suggest that the money should be expended

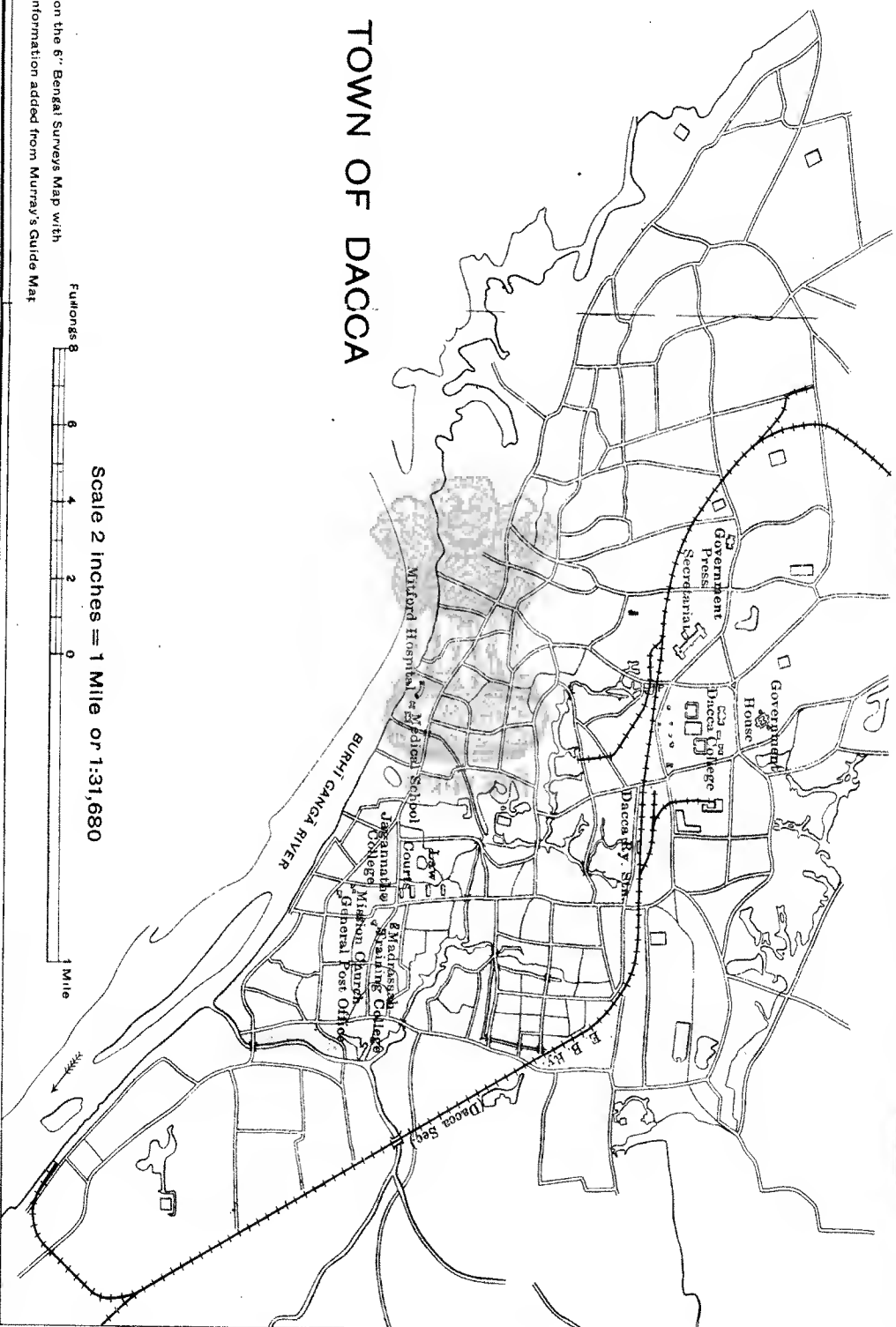
¹Para. 85 above.

231. We strongly urge that the University of Dacca should be established without further delay. The end of the war will, we hope, have eased the financial situation. But if the money available is not sufficient to provide at once for the full scheme which we propose, we hope that the University will be started on the lines laid down, and in such a way as to allow for its early enlargement and development.

232. In concluding this chapter, we desire to express our appreciation of the very able report of the Dacca University Committee, which has so greatly facilitated our own task in dealing with this subject. We are also much indebted to the other official documents relating to the University which have been placed by Government at our disposal, as well as to the officials of Dacca College and Jagannath College and others who assisted us in our inquiries during our stay at Dacca.



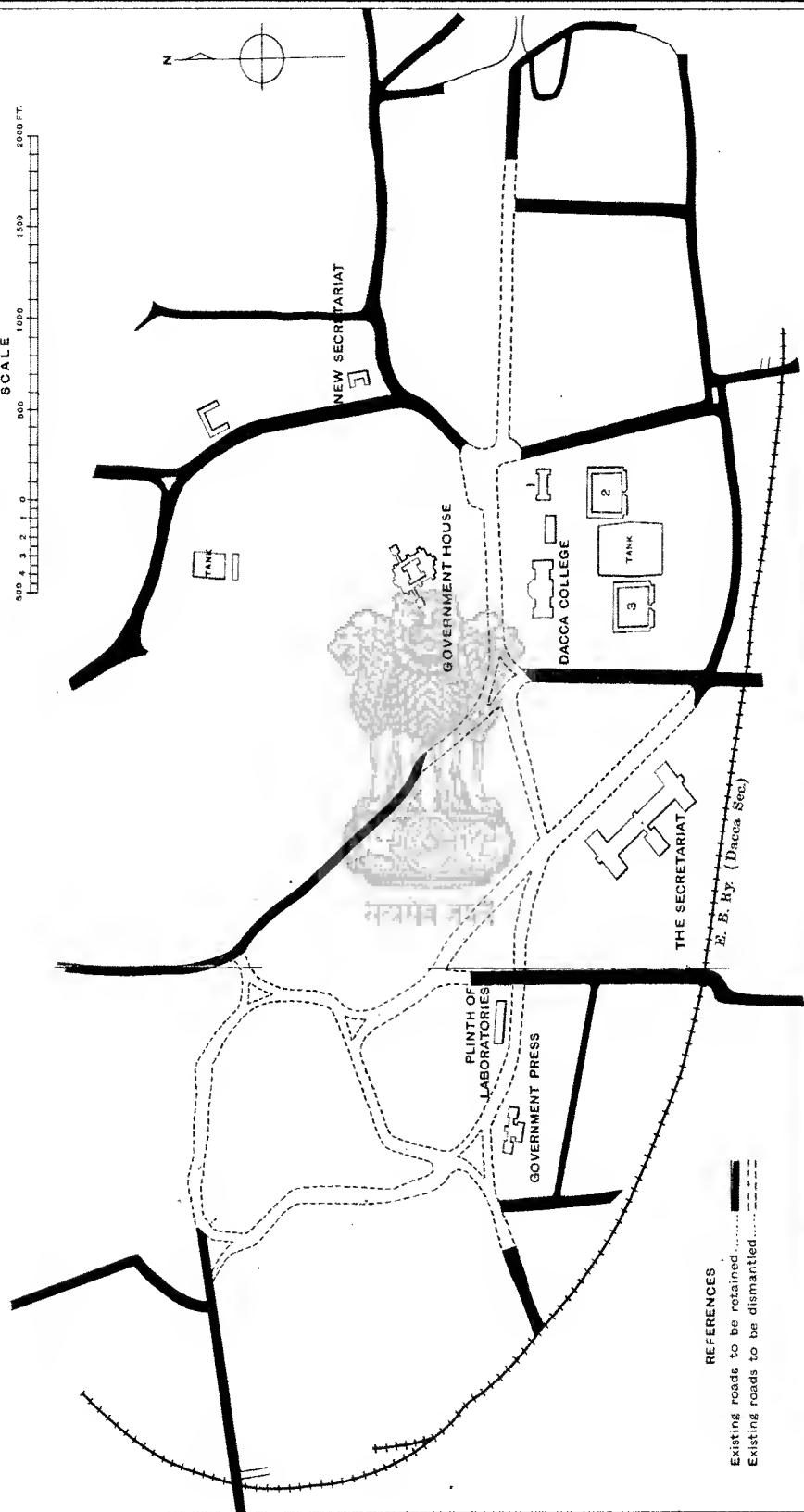
TOWN OF DACCA



Based on the 6" Bengal Surveys Map with
extra information added from Murray's Guide Map

DACCA UNIVERSITY

SCALE
500 1000 1500 2000 FT.



1. Engineering School.
2. Engineering School Hostel.
3. Dacca College Hostel.